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UNITED STATES BUREAU OF EDUCATION
BULLETIN, 1912, NO. 27

WHOLE NUMBER 500

HISTORY OF PUBLIC SCHOOL EDUCATION IN ARKANSAS

By STEPHEN B. WEEKS
OF THE BUREAU OF EDUCATION



WASHINGTON
GOVERNMENT PRINTING OFFICE
1912

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LETTER OF TRANSMITTAL.

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,
Washington, D. C., July 26, 1912.

SIR: In most States of the Union campaigns more or less systematic have been conducted within the last few years for the improvement and more adequate support of the public schools. The campaigns in the Southern States have been remarkable for their intensity and continuity, as well as for the comprehensiveness of their purpose and the importance of their results. In these campaigns the appeal must always be to the people and to their representatives in legislatures and county and city tax-levying bodies. Both the people and their representatives must be convinced that the legislation asked for will be for the public good, and that the objects for which appropriations are to be made and taxes levied and collected are worthy. Above all must it be shown that they are in keeping with the spirit of the best development in the State and community, and such as would meet the approval of those statesmen and other public men who have determined the policy of the State, and to whom the people are accustomed to look for guidance in civic matters. I have been more or less directly connected with these campaigns in several States and have frequently felt the need of some brief, clear, and comprehensive account of the origin and growth of the public-school systems of those States and of definite knowledge of the attitude of the leaders and representatives of the people toward the questions of public education. Many others have felt the same need. But the history of public education in these States has never been written in this way. I have therefore arranged for a series of studies in the history of public education in several States, to be published by the Bureau of Education for distribution in the States to which they refer. The first use of these publications will be as handbooks in these campaigns. I believe they will also have much value for students of education when the time comes—as it must soon come—for writing the history of education in this country in a more formal and comprehensive way.

The accompanying manuscript relating to education in the State of Arkansas is the first of this series. I recommend that it be published as a bulletin of this bureau.

Very respectfully,

P. P. CLAXTON,
Commissioner.

The SECRETARY OF THE INTERIOR.

HISTORY OF PUBLIC SCHOOL EDUCATION IN ARKANSAS.

CHAPTER I.

THE AMERICANIZATION OF ARKANSAS.

The territory now embraced within the State of Arkansas was discovered and explored by the Spaniards under De Soto, and was settled by the French under La Salle and De Tonti. It formed a part of French Louisiana and came to the United States with the transfer of December 20, 1803. Under the act of Congress of March 26, 1804, the present State of Arkansas was made a part of the District of Louisiana, which was usually and popularly styled Upper Louisiana. Under the congressional act of March 3, 1805, the District of Louisiana was erected into the Territory of Louisiana, the country now included in the State of Arkansas being embraced, along with the southern part of Missouri, in the District of New Madrid. On June 27, 1806, the District of Arkansas was erected under authority of an act of the Legislature of the Territory of Louisiana. At that time practically the only settlements within the bounds of Arkansas were those at Arkansas Post and Camp Esperance, but by 1819 the population had so increased that the Federal Government found it desirable to organize the District of Arkansas as a Territory (Mar. 2, 1819). The bounds of the new Territory were 33° on the south, $36^{\circ} 30'$ on the north, and the Mississippi River on the east. On the west it extended indefinitely to the Mexican possessions, a distance of at least 550 miles. The Post of Arkansas was fixed as the seat of administration, while the population, nearly 14,000 in number, was located mainly on the tributaries of the White and St. Francis Rivers, on the Mississippi River between New Madrid and Point Chicot, and up both sides of the Arkansas for 100 miles above Arkansas Post.

It is relevant to trace very briefly the growth of population in the new Territory and to find as far as possible the sources from which the early population came. If these sources can be discovered, beyond question a most valuable key to the sentiments of the people

NOTE.—The author of this study desires to express his thanks to Messrs. Josiah H. Shinn, George B. Cook, B. W. Torreyson, John H. Reynolds, and D. Y. Thomas, all of Arkansas, who read this paper while in manuscript and made valued suggestions.

toward the general subject of education will have been obtained. The population of Arkansas since 1722, the per cent of increase by decades, and the population per square mile are given in the following table:

Statistical view of Arkansas population, 1722-1910.

Year.	White.	Colored.	Total.	Percent of increase since last census.	Population per square mile.
1722.	¹ 22				
1760.	88				
1785.	176				
1799.	368				
1810.	1,062				
1820.	² 12,579	1,676	14,255		
1830.	25,671	4,717	30,388	113.1	0.3
1835.	58,134	9,630	67,764	123.0	.6
1840.	77,174	20,400	97,574	³ 221.1	1.8
1850.	162,189	47,708	209,897	115.1	4.0
1860.	324,143	111,259	435,402	107.5	8.2
1870.	382,115	122,169	484,284	11.3	9.1
1880.	591,531	210,666	802,197	65.6	15.1
1890.	818,752	309,117	1,127,869	40.6	21.5
1900.	944,580	⁴ 366,856	1,311,436	16.3	25.0
1910.	1,131,030	⁴ 442,891	1,573,921	20.0	30.0

¹ On Law's grant.

² Population statistics from United States census, except 1835, which is from State census of 1834-35.

³ Represents per cent of increase between 1830 and 1840.

⁴ Omits a few Chinese, Japanese, and Indians.

The State lies between 33° and 36° 30' latitude—lines embraced in general on the Atlantic coast by the territory between Charleston, S. C., and the southern boundary of Virginia. As is well known, the American pioneer has, as a rule, emigrated along lines of latitude. The Mississippi River was the route by which the earliest settlers came into Arkansas, either from New Orleans or down the river from St. Louis and the settlements farther north and east. Many came by boat from southern Indiana and Ohio and from river points in Kentucky and Tennessee, but with the development of the older States of the Middle West and the building of the great National Road the methods of immigration changed. The horse became the motive power and the covered wagon superseded the flatboat; so that a large majority of the immigrants who entered Arkansas between 1815 and 1830 came overland on horseback or in wagons, entering the Territory from Missouri at Davidsonville in old Lawrence County. In 1820 their line had extended through Batesville to Cadron in Pulaski County, and in 1821 down to Red River through Clark and Hempstead Counties. "Far-away Hempstead," says Shinn, then "had more than one-seventh of the population, and although for the most part from Georgia, North Carolina, Virginia, and Kentucky, they came in from Missouri in wagons guided by the National Road."¹

Prof. Shinn is also authority for the further statement that the English-speaking population who entered Arkansas before 1820 was

¹ See Shinn's *Pioneers and Makers of Arkansas*, 102 et seq.

largely cosmopolitan in character; that for the decades between 1820 and 1840 immigrants from Kentucky, Ohio, and Indiana were dominant, with the Kentuckians in the lead.

The main sources of this population are given by States in the census reports for 1850-1900, and are as follows:

Statistical view of the sources of Arkansas population, 1850-1900.

Natives of—	1850	1860	1870	1880	1890	1900
Tennessee.....	33,807	66,609	66,561	87,593	95,941	84,644
Alabama.....	11,250	24,433	28,317	39,013	43,265	39,938
Mississippi.....	4,463	16,351	22,086	35,248	51,510	54,986
Missouri.....	5,328	8,638	16,838	29,508	38,011	45,319
Georgia.....	6,367	18,031	25,232	36,715	37,726	32,902
North Carolina.....	8,772	17,747	18,480	19,727	24,641	20,037
Kentucky.....	7,428	11,083	13,669	18,039	22,703	20,641
South Carolina.....	4,587	10,704	13,805	15,107	21,125	17,230
Illinois.....	3,276	3,899	5,877	12,238	20,540	23,205
Virginia.....	4,737	6,484	11,851	13,272	11,950	8,745
Texas.....	336	1,565	6,617	10,860	14,622	19,496
Louisiana.....	1,096	2,313	4,909	9,649	12,416	19,844
Indiana.....	2,128	2,504	2,954	8,528	13,615	13,932
Ohio.....	1,051	1,513	2,199	5,254	9,254	8,867

Tennessee during the whole period between 1850 and 1900 stands at the head of the list of States contributing to Arkansas population; Alabama stands second in 1850, 1860, 1870, and 1880, and third in 1890 and 1900; North Carolina is third in 1850, fourth in 1860 and 1870, and sixth in 1880 and 1890; Georgia is fifth in 1850, 1880, and 1900, third in 1860, 1870, and 1880; Missouri is sixth in 1850 and 1870, fifth in 1880, fourth in 1890, and third in 1900; Mississippi is ninth in 1850, fifth in 1860, fourth in 1870 and 1880, and second in 1890 and 1900.

From this we may conclude that in order of importance the sources of population for Arkansas have been Tennessee, Alabama, Mississippi, Missouri, Georgia, North Carolina, and we may safely assume that many of those who were born in the younger States named above were themselves the children of parents who had removed from North Carolina and Georgia.

These conclusions as to the sources of this population show its essential homogeneity and its feeling toward the subject of education in general, for it furnishes us a speculative key with which we may find entrance to the characteristic feelings of the settlers. It was but natural for them to carry to their new homes the ideals, educational and other, which they had imbibed in their old homes, and if we know the sections from which they migrated to Arkansas we can not be far wrong in the interpretation we may put on their early efforts for educational development.

These figures also justify the earlier statement that the lines of migration westward have been in the main along those of latitude. A glance at the maps in the Census Report of 1880, illustrating this

phase of migration, will establish the accuracy of this statement beyond question.

Going beyond State lines, we can see from a study of the sources of Arkansas population that it was distinctively southern. Of the 10 States contributing most, 9 were southern at each census period. The only western State that comes within the ranks of the first 10 at any time is Illinois in 1850, 1860, and 1890.

It is safe to assume, then, that the conditions confronting education in the new Territory and the sentiments and training brought to the solution of its problems by the settlers were not essentially different from those which prevailed in the first half of the nineteenth century in the older States of Tennessee, Alabama, Mississippi, Missouri, Georgia, North Carolina, and Virginia.

It will be noted that these were all slave States, and that their education was of the private and academic type which obtained in England; was transplanted to the United States and transferred to the South, especially to North Carolina, in the second half of the eighteenth century by that brilliant array of educational missionaries sent out by the College of New Jersey.

CHAPTER II.

PRIVATE SCHOOLS PRIOR TO THE CIVIL WAR.

INDIAN SCHOOLS.

The first schools in Arkansas were church schools under the direction of the Jesuits, who, during the French and Spanish régimes, made some effort at instruction of the Indians in things temporal as well as spiritual.

In the same way one of the earliest educational efforts after the beginning of the American domination was made in behalf of the Arkansas Cherokees by Rev. Cephas Washburn, a Congregational minister from New England, who, on January 1, 1822, opened a school for Cherokee Indians at old Dwight, near Russellville in Pope County. This school was an outgrowth of the school which had been established at Brainerd in the Cherokee Nation, on the east of the Mississippi. Mr. Washburn had come out under the auspices of the American Board of Commissioners for Foreign Missions, and as such had visited the Cherokees in Georgia in 1818. He first visited those of Arkansas in 1819; he removed into the Territory, encountering on his trip untold hardships, in 1820-21, and because "the solicitation of the Cherokees was so urgent" made arrangements for a boarding school in the summer of 1821. This was opened January 1, 1822, with 15 pupils, a number which was soon increased to 50. From that time until 1840 Mr. Washburn continued to preach and to teach among the Cherokees. The first part of his work was conducted at Dwight, where many white pupils were also taught along with the Indians, and after the removal of the Cherokees to the Territory it was continued at the mission established on the Sallisaw, a tributary of the Arkansas. Here there were two boarding schools, one for boys and one for girls, to which some 75 pupils were attached.

The school at Dwight was something more than an institution for instruction in the three R's. The principles of modern industrial training were introduced. Once when a hostile chief sent a challenge for 20 of the school boys to meet 20 who were unschooled, for a display of skill in the green-corn dance, the challenge was accepted, but the teacher proposed to change the weapons from nimbleness of limb to skill in use of the hoe and the spelling book. The boys were taught the elements of agriculture, the girls needlework and domestic

science, and all were instructed in habits of industry, neatness, and order. In this school as many as seven teachers were employed. The school in the Indian Territory was almost self-supporting, "for bread and meat were raised on the school farm and the other school expenses did not exceed \$1,000."

Washburn left the Cherokee work in 1840. By his sound judgment, tireless perseverance, and his practical wisdom, he had brought the nation far on the road toward education and Christian civilization, and now felt it his duty to minister in like manner to the whites. The next 20 years were devoted to mission work and to teaching in Arkansas, often on the frontiers and frequently under trying difficulties. In modesty, unaffected humility, and thorough devotion to duty no finer example of heroism can be offered by the State than Cephas Washburn, missionary and teacher for more than 40 years (1818-1860).¹

PRIVATE SCHOOLS AND ACADEMIES.

The earliest settlers in Arkansas were by no means without educational facilities. School-teachers began their work almost with the first American settlements. Records of these schools are meager, but enough memorials have been left to show their existence. They were usually called "academies," but as a matter of fact they were primary and secondary schools combined, and perhaps in a majority of cases were more primary than secondary. It was from such schools as these that the primary schools of a later date, the real academies and other higher institutions, were evolved.

Caleb Lindsey began work as a teacher in old Lawrence County in 1816; John Calloway taught in Clark County; Moses Eastburn began teaching in 1821 and continued for 60 years. Judge Daniel Witter taught in Hempstead County in 1822. In 1825 Jesse Brown founded the Little Rock Academy. In his advertisement in the Arkansas Gazette for March 7, 1826, he says: "Jesse Brown, principal of the Little Rock Academy, returns thanks for patronage during the past year and solicits its continuance." His terms for spelling, reading, writing, and arithmetic were \$24 per annum. These branches, with geography, grammar, elocution, history, chronology, bookkeeping, and "Italian method," were taught for \$36. Subscriptions less than a year were \$1 per month extra. French was also offered. C. W. Graham was Brown's assistant.

Brown's school was doubtless responsible for the book advertisement which appeared on November 8, 1826, in which there is offered a "new supply of school books," including Cumming's Geography and Atlas, Pickett's Juvenile Expositor, Murray's Grammar, his

¹ See Washburn's reminiscences of the Indians in his Biography by J. W. Moore, Richmond, 1869.

Exercise and Introduction, Webster's Spelling Book, Walker's School Dictionary, pocket Bibles, slates, pencils, ink, letter paper, etc.

At the same time (Nov. 14, 1826) William E. Woodruff, editor of the *Gazette*, advertises a circulating library of about 150 volumes, consisting mostly of "plays and novels, with a few miscellaneous works of merit," which he proposed loaning "at the ordinary library prices." If this experiment succeeded he promised to open "a circulating library," which would include all the popular works and some periodicals. Prices were $12\frac{1}{2}$ cents per week for duodecimos and octavos; the borrower was expected "to use them carefully" and to retain them "no longer than may be necessary to read them through." But this literary venture was presumably premature, for the advertisement had disappeared on December 12, and even Mr. Brown found it necessary the next January to inform his patrons who were in arrears "for schooling, or otherwise, that he can not live upon the wind."

In the *Arkansas Advocate* for 1830 H. M. Wiener advertises his school, which was located on the main road from Little Rock to Batesville. The terms were \$12 per year or \$1.25 per month. On July 4 of that year an "Address on education" had been delivered by a "native youth" before an audience in Pope County.

Thomas B. Malone, who had been teaching for 21 years, offers instruction in 1831 for both sexes: In the male department, spelling, reading, writing, and arithmetic, English grammar, rhetoric, elocution, geometry, natural and moral philosophy, and theoretic chemistry, Latin and Greek; in the female department, under direction of Mrs. Malone, reading, writing, arithmetic, English grammar, geography, history, natural philosophy, drawing, and painting.

Various school advertisements appear in the *Times*, of Little Rock, in 1835 and 1836. In July, 1835, Mr. and Mrs. Mecklin announce that their school is to be removed to Washington County. In February, 1836, A. M. Scott announced a school as opened in the Baptist Church in Little Rock. He offered the sciences, an English education, and the Latin tongue. In May of the same year Spring Hill Female Academy advertises the arrival of Miss Elizabeth Pratt, of New York.

But perhaps the most ambitious of these announcements is that of the Little Rock Academy, "a primary and academical school." In 1836 P. Wright was conducting this school in the old State House, where he was ready to teach spelling, reading, etc., up to chemistry, botany, astronomy, trigonometry, and mental philosophy, together with Latin, Greek, and French. Mr. Wright is careful to say that his school was a place where—

the plan of instruction will be such as to impart a thoroughly practical knowledge of the studies introduced; to promote habits of thought, reflection, and proper self-

dependence; and instead of making the mind of the pupil a lumber room, stored, without order or harmony, with a mere smattering of all subjects, to improve its powers.

These advertisements do not cover all the private schools, but they show that there were schools in the Territory for years before any applied to the Government for incorporation. Leaving out of consideration for the present the public schools, we find that from this time to the outbreak of the Civil War there was a long line of private schools which supplied, so far as they were able, the scholastic needs of the communities in which they were located. These were private or "entered" schools and charged tuition fees. Although approved and encouraged by the State, they had at first no official connection with it; they sought to cater to the wants and needs of that class of the population who could afford to send their children to school and pay for it. The number of these schools increased so largely that the *Times*, of Little Rock, was led to seek their *raison d'être*. It says editorially, on May 16, 1835:

Disguise it as we may, the education of the rising generation is at the very bottom of the wheel * * * a state of indifference to the vital interest. * * * What has been the great moving spring in building the many institutions * * * has been sectarian pride and prejudice.¹

Such schools and academies as the above were no doubt the more pretentious. There was, however, another class which were more local in their appeal, more modest in their claims, and of which less is known, but which were, nevertheless, the centers of educational life and inspiration for large numbers of the native population of the first generation. They were popularly known as "forest schools"—so called, perhaps, from their usual location on the borders of the unbroken wilderness—but which in some of the older States were called "old field schools."

Prof. Shinn quotes from Frederick Gerstaecker, a German traveler, a description of one of these forest schools which in 1841 was conducted between Perryville and Danville:

We passed a school as we went along—one of the usual log houses, but with a plank inserted between two of the logs to serve for a desk. The more distant scholars come on horseback and tie their horses to the fence during school hours. Of course they bring their dinners with them. These forest schools seldom pretend to teach more than reading, writing, and arithmetic; if they attempt geography, it is confined to that of the United States. It was just noon as we passed; at this hour master and scholars make it a rule to play at ball, so that they may return with greater zeal to their spelling.

Prof. Shinn gives also a specimen contract for a "forest school."

This article, entered into on this the 27th day of December, 1847, between Josiah C. Shinn, of the county of Pope and State of Arkansas, of the first part, and we the undersigners, of the county and State aforesaid, witnesseth: The said Shinn doth

¹ Says Prof. Shinn: "The hundreds of old field and forest schools were not the church academies, and the fewest number of academies were church schools."

bind himself to teach a school in the new schoolhouse on the land of B. D. R. Shinn for the term of three months, Saturdays and Sundays excepted, and during said term to instruct all pupils committed to his charge in all branches usually taught in common English schools to the best of his ability. Strict rules of morality are to be enforced during school hours and while the pupils are under the care of the teacher. And we the undersigners do bind ourselves to pay said Shinn for his services \$3 for each scholar we subscribe, and what the said Shinn needs for his family we will deliver at his residence, or at the house of B. D. R. Shinn. When produce is taken, it is to be at the price for which a like article can be procured for the cash. Many articles will be needed during the school for the use of the family, such as meal, flour, pork, beef, sugar, and coffee. School to begin on the 3d day of January, 1848.

In the meantime, as the population grew and the schools developed, the more advanced and better organized ones were duly incorporated according to law, and had among their trustees some of the ablest men in the State, including the best lawyers and preachers.

The first incorporated institution of learning in the State was the Batesville Academy, at Batesville, in Independence County. It was chartered under date of September 26, 1836. The provisions in this charter of general interest are:

1. The establishment, "as soon as the funds will admit," of an institution for the education of females.
2. The trustees were required "to cause the children of poor people in said county to be instructed gratis."
3. They were directed also "to educate all the students gratis * * * in all or any of the branches of education which they may require, whenever the funds of the institution shall in the opinion of the trustees permit these or either of these arrangements."
4. The law took opportunity also to emphasize freedom of religious belief, for "no preference shall be given, nor any discrimination made, in the choice of trustees, professors, teachers, or students on account of religious sentiment"; nor might the school authorities "at any time make by-laws, ordinances, or regulations that may in any wise interfere with or in any manner control the right of conscience or the free expression or exercise of religious worship."

This act marks clearly four characteristics of education in Arkansas at that time:

1. The sexes were educated separately.
2. The schools were not "free" in our sense, inasmuch as the poor were to be educated free, not for the protection of the State, but as a favor.
3. The ideal was that of a school rendered free by endowment, not by public taxes.
4. There was freedom of religious belief.

It can not be said that in any one of these four characteristics did the charter of Batesville Academy go beyond the prevailing theories of its day. It was merely the exponent of contemporary tendencies.

Its leaders were not the prophets of coming educational freedom and showed no signs of educational leadership.

The Fayetteville Female Academy was the second institution incorporated, receiving its charter on October 26, 1836. As its name indicates, this institution was for women. It was incorporated before the town of Fayetteville had a legal existence and helped to create an atmosphere which before the war made Fayetteville an educational center.

From 1836 to 1861 the fashion for private academies was so accentuated that a number were chartered at nearly every recurring session of the legislature. The acts of incorporation are of the same type and reproduce in general the characteristics already noted under the Batesville Academy:

A self-perpetuating board, made up of the more prominent citizens of the county, section, or State, as the case might be, was created; this board had all the powers of an educational nature of a body corporate; it controlled absolutely all funds the institution might acquire; it elected and dismissed its teachers; it was usually charged to provide a similar institution for girls as soon as funds would permit; to educate the poor without charge, not as a right but as a favor; to make all tuition free when the proceeds from private endowments would allow; and to make no discrimination on account of religious beliefs.

This was the general character of the charters given in the thirties and forties; in the fifties they had broadened somewhat, perhaps owing to the knowledge that comes from experience. It then became general to charter the institutions for some definite length of time, usually 99 years; the provisions in regard to religion were left out, being perhaps by that time thoroughly fixed in State consciousness; their powers were broadened, a number, both male and female, being empowered to grant degrees, even "the degree of Doctor in the learned arts and sciences and belles lettres"; they were specifically exempted from taxation, and it was provided that no mere misnomer should prevent an institution from receiving gifts that had been really intended for it; a limit was put on the amount of endowment they might hold, the maximum being about \$250,000, besides buildings, library, and apparatus; the acts of incorporation were declared to be public acts. Generally it was declared that all property should be held and administered for educational purposes, not as a source of private gain, although in a very few cases private joint-stock companies were created. In many cases the institutions were protected from the sale of liquors in their vicinity, and this protection was even extended to institutions that were not formally incorporated.

In the following pages is given a list of the institutions chartered before 1861 with remarks on any noteworthy characteristics.

Chartered in 1838:

- Lewisburg Academy, Lewisburg.
- Little Rock Academy, Pulaski County.
- Chicot Academy.
- Napoleon Public School.

The name of the last-mentioned institution is suggestive of modern life. It is recited in the act that the building for its occupancy had been already erected and it has been said that it was "doubtless the first public school building in the State." The charter excluded from the school the promulgators of abolition and Mormonism, but beyond this prohibition there is nothing to differentiate this academy from others. It was not a public school in any modern sense, either in operation or theory. It was a private institution of the orthodox type. The charter was amended at the legislative session of 1842-43. Chicot Academy, however, looks toward the modern idea and comes near being a public school, since the trustees were authorized to sell (i. e., lease for 99 years, renewable forever) the sixteenth sections, and whenever the interest on the money received should amount to \$2,000 to apply it to educational purposes. A further indication of a modern trend is the demand that English be required as a study. This seems to have been the first academy in the State to grasp the public-school idea.

Chartered in 1840:

- Rocky Comfort Academy, Sevier County, then already in operation.

Pocahontas Academy, Pocahontas.

Chartered in 1842-43:

Bethesda Academy, Washington County.

Lafayette Academy, Lewisville.

Benton Academy, Saline County.

The last-named institution was authorized to establish a department of agriculture, but since no children were to be required to study or labor in that department contrary to the wishes of parents and guardians, we may safely assume that it was of the manual-labor type prominent at that day—probably an echo of Fellenberg's system.

Chartered in 1844-45:

Far West Seminary, Washington County.

Spring Hill Male Academy, Hempstead County.

Spring Hill Female Academy, Hempstead County.

Fort Smith Academy, Crawford (now Sebastian) County.

The Fort Smith school had been in existence since 1840 or earlier; its term was 11 months.

The two Spring Hill schools although separate and distinct had the same incorporators, and the acts of incorporation are identical. The institutions were educational twins, as it were.

Rev. Cephas Washburn, of Cherokee fame, was one of the incorporators of Far West Seminary. Its buildings were already erected and work was in progress. It was to have a manual-labor system, to lessen expense and promote health. A bid on its part for general patronage is indicated by choosing one of the trustees from the Cherokee Nation, another from Missouri, and a third from the southwestern corner of the State. The Bible was declared the standard in religion and morals, and the institution was made nonsectarian and non-partisan. It had received in 1843 lands from private individuals as a part of its endowment. The most important phase of its constitution was expressed in the following section in its charter, which would seem to indicate that the trustees of Far West had begun to realize that something more than a mere acquiring was necessary in education:

5th. In addition to the ordinary degrees of academical attainments, an honorary premium shall be conferred on such students as, in addition to the ordinary branches, shall have attended scientifically to agriculture and the mechanic arts, and shall have acquired a practical skill in agriculture or some one branch of mechanics.

It is very unfortunate that no history of this interesting experiment has come down to us.

Chartered in 1846:

Washington Male and Female Seminary, of Hempstead County,
a Methodist school.

Chartered in 1848:

Clarksville Institute, Clarksville, Johnson County.
Princeton Male and Female Academy.
College of St. Andrew, at Fort Smith.

Clarksville Institute was intended for the education of the blind. The act of incorporation contains a provision by which the institute might become personal property. In January, 1851, the legislature placed the deaf and dumb under its control, appropriated \$1,000 for its support, and required an annual report.

The College of St. Andrew was a Roman Catholic institution. Its proposed charter precipitated a fight in the legislature, the majority of the committee reporting against its incorporation on the ground that it was a sectarian institution dominated by a bishop who owned no allegiance to American institutions, and on the additional ground that it asked for a charter in perpetuity. The proposed charter was amended and then became a law. Owing to fire the college never materialized, but a church school was conducted here until 1858.

Chartered in 1850-51:

Tulip Female Collegiate Assembly, Dallas County.
Arkansas Military Institute, Tulip, Dallas County.
Cane Hill Collegiate Institute, Booneboro, Washington County.
Soulesbury College, Batesville.

Eldorado Female Academy, Union County.

Fountain Hill Male and Female Academy, Ashley County.

Cane Hill was under the control of the Presbyterians. By an act of 1852-53 its name was changed to Cane Hill College and it was given power to confer degrees. Soulesbury College was under the control of the Methodist Episcopal Church, South. Its name was changed in 1852 from college to institute. The two institutions at Tulip were complementary and covered the whole field, while keeping the two sexes apart.

Chartered in 1852-53:

Oil Trough Academy, Independence County.

Cane Hill Female Seminary, Booneboro, Washington County.

It was first chartered in 1850.

Mine Creek Male and Female College, Hempstead County.

Boston Male and Female Academy, Franklin County.

Mackemic College.

Batesville Institute.

Lacy Male and Female Academy, Lacy, Drew County.

Male Academy, Monticello, Drew County.

Female Academy, Monticello, Drew County.

Arkansas College, Fayetteville, Washington County.

Oil Trough and Mine Hill were coeducational. Mackemic College was a Presbyterian institution. Although the name appears in the charter as Makemic it was probably named for Francis Makemie. Arkansas College had power "to constitute and confer the degree of doctor in the learned arts and sciences and 'belles-lettres,' and to confer such other academical degrees as are usually conferred by the most learned universities." Batesville Institute was "an institution for the promotion of the fine arts, mechanism, science, education, commerce, and agriculture, and the diffusion of knowledge." This was to be accomplished by establishing a college, a circulating library, etc. It seems to have been a private joint-stock company.

Chartered in 1854-55:

Perkins Institute, Smithville, Lawrence County. Its charter was revived in 1861.

Crawford Institute, Van Buren.

Batesville Male and Female Academy.

Huntsville Masonic Institute, Huntsville.

Princeton Male Academy, Dallas County.

Princeton Female Academy, Dallas County.

Pleasant View Female Academy, Huntsville, Madison County.
Clarksville Female Seminary, Clarksville, Johnson County.
Bluff Spring Male and Female Academy, Marion County.

The two Princeton academies were entirely distinct bodies with entirely different boards. The Clarksville and Huntsville schools might confer degrees. Crawford Institute belonged to the Methodist Episcopal Church, South, and might confer "the degree of doctor in the learned arts and sciences, and belles-lettres." Its name was changed to Wallace Institute in 1857.

Chartered in 1856-57:

Spring Hill Academy.

Ouachita Conference Female College, Camden.

Dardanelle Female Institute, successor to Dardanelle Female Seminary.

Mount Holly Academy, Union County.

Chicot Male and Female Academy, Chicot County.

Uachita College, of the Methodist Episcopal Church, South, had power to confer "degrees in the arts and sciences." It was transferred to Tulip, Dallas County, in 1860.

Chartered in 1858-59:

St. Charles Academy, Arkansas County.

Searcy Polytechnic School, White County.

Warren Male and Female Seminary, Bradley County.

Hampton Male and Female Academies, Calhoun County (consolidated in 1860).

Magnolia Female Institute (charter repealed 1861).

Fayetteville Female Institute, Washington County.

Fayetteville Female Seminary, Washington County.

Atlanta Male and Female Academy, Union County.

Van Buren Female Institute, Van Buren.

Ewing Institute, Johnson County.

Jefferson Female College, Pine Bluff.

Dardanelle Female Institute, Yell County.

Female Academy of St. Catherine, Helena.

Chambersville Male and Female Academy, Calhoun County.

Crooked Creek Male Academy, Marion County.

Arkansas Institute for the Blind.

Mountain House Male and Female Academy, Marion County.

Phi Kappa Sigma ($\Phi K \Sigma$) Male College, Monticello, Drew County.

White Sulphur Spring Female High School, Jefferson County.

The Academy of St. Catherine was a Catholic institution. The act of incorporation of Fayetteville Female Seminary recites that it had been founded in 1839. Warren Seminary was a joint-stock company, conducted for gain. In 1861 the Arkansas Institute for the Blind was given State funds per year up to \$4,000. The name

of the Searcy Polytechnic Institute arouses the hope that a new master had arisen in this educational Israel, but it proves to be an academy of the orthodox type. The only new feature is that of military instruction.

Chartered in 1860-61:

Franklin Male Institute, Ozark, Franklin County.

Arkansas Synodical College, Arkadelphia.

Ouachita Conference Female College, Tulip.

Pocahontas, Randolph County, and Gainesville, Greene County, Male and Female Colleges.

Sisters of Mercy of the Female Academies of Helena, of Little Rock, and of Fort Smith (3 separate schools).

Maryville Male and Female Academy, Columbia County.

Brownsville Male Academy.

Arkadelphia Female College, Methodist, Sevier County.

Richmond Male and Female Academy, Sevier County.

Poinsett Male and Female Academy, Poinsett County.

Spring Hill Male and Female Seminary, Hempstead County.

Hickory Plain Male and Female Institute.

Pleasant Ridge Academy, Bradley County.

Northwestern Arkansas Baptist Female Institute, Fayetteville, Washington County.

Hillsboro Male and Female Academy, Union County.

Benton Male and Female College.

Three Creeks Female Institute, Union County (mentioned as if already established).

Pocahontas and Gainesville Colleges, although entirely separate and distinct and with separate boards, were created by the same act.

In 1861, St. John's College, of Little Rock, received the geological and mineralogical specimens and the miscellaneous books which had been on deposit in the office of the secretary of state. Various other institutions are also named in the law as receiving some particular mark of favor from the State, such as remission of taxes or protection against liquor selling, although they had received no formal charter. It is therefore certain that not all the educational institutions received charters from the State.

TENDENCIES OF THE CHARTERS.

Four tendencies may be discovered in a study of these charters:

1. The schools were clustered about particular centers rather than distributed over the State as a whole; e. g., Batesville, 1836, 1853, 1854; Cane Hill, 1850, 1852; Princeton, 1849, two in 1855; Chicot, 1838, 1857; Fayetteville, 1836, 1858, 1859 (all female seminaries).

2. Male academies are soon followed by female academies in the same town; later the tendency to unite the two into one appears.

3. There is a tendency to call these institutions colleges, instead of schools, academies, or institutes, to grant degrees, and to increase greatly the number chartered.

4. There was a growth of religious—i. e., denominational—schools.

It has not been thought necessary to carry this list beyond the beginning of the Civil War, not because no private schools were conducted after the end of the war, but for the much more important reason that that struggle marks the end of an era in educational progress in Arkansas and in the South. Before then education was academic, select, classical, and belonged to the classes. It was an advantage to be paid for as any other luxury; it was not a necessity to be demanded from the State as a right. The private academy stands for the older idea; the public school for the newer.

The early settlers in Arkansas began to put into practice the educational ideas they had imbibed in their old homes. In the beginning elementary education was left largely to the family. Arkansas, like New England, depended on the private academy, not on the public school. This academy, without supervision or outside control and a law unto itself, owed its origin to private initiative and private munificence. It served primarily those who were able to pay for its advantages; after them, but to a more limited extent, it served the community as a whole. It was the source of education, and its course extended from the rudiments to the college.

The southerner, true to his English ancestry, showed a tendency to develop the type of institution which he had received from his fathers. He did not take kindly to founding new ones. The feeling in the South, and in the Union as a whole for that matter—for it was 1820 before primary instruction was made free even in Boston—was not against schools but against free schools, which were regarded by the poor as a badge of poverty and by the wealthy as degrading. The academy supplied the needs of the planter; if more was necessary he sent his sons to the University of North Carolina, the University of Virginia, or to the North.¹ The people as a whole had not felt the coming impulse and had made no demand. When the impulse came the aristocratic founders of private academies became the leaders in the new field of educational endeavor.

Then, too, historically speaking, education was considered the daughter of religion and, like religion, was regarded as a matter of personal and domestic concern with which the State had no right to interfere. As each individual was allowed absolute liberty in matters of religion, so he was in education. Further still, the population was small, indifferent to culture, bent on the conquest of nature, with little opportunity for organization, devoted to agriculture and

¹ J. B. De Bow estimated that in 1855 the South paid the North \$5,000,000 for books and education.

personal freedom, and so scattered that in 1840 it averaged 1.8 persons to the square mile and only 8 in 1860. There were no large towns to serve as centers of civic life and the large slave population complicated the problem. It is not surprising, then, that no general system of education was developed.

Considering the inherent difficulties which the academies, more or less isolated and more or less transient, had to face, we can only marvel that they produced results as satisfactory as they did. They did not furnish universal education, but they did train a body of leaders who governed and developed the State, and, as Shinn well says:

The teachers were men of parts, and the instruction managed in some way to sift itself through the whole community. Every bright boy got his share, and that irrespective of his ability to pay.¹

¹ Shinn's History of Education in Arkansas, p. 21.

CHAPTER III.

THE PUBLIC-SCHOOL SYSTEM AND THE STATE LAND FUNDS, 1827-1861.

The history of public schools in Arkansas prior to 1861 is the history of the public lands which had been granted by the Federal Government at various times to the State for educational purposes—the history of the seminary, saline, and sixteenth-section lands.

It is also the history of a courageous people who sought by the empirical method to work out their educational salvation and who, because of the spirit of the age or section, were unable to diagnose the fatal weakness of their system. In their organic capacity the people of Arkansas slowly and laboriously worked out their problem. It was a long and painful experiment, accompanied by many mistakes, for which they as a whole had to pay a heavy penalty, and yet each experience, each costly experiment, brought them visibly nearer the goal of universal education.

These experiments in State education for all the people date from 1827, and are therefore contemporaneous, throughout their whole course, with the evolution, development, and growth of the private academies. While the leaders of Arkansas were making use of the academy to supply their immediate educational needs, they were seeking slowly and painfully to evolve a plan of universal education by means of Government grants of public land.

When we come to trace the history of the public-school movement in Arkansas, we find—

- (1) That it was an evolution from private schools, usually called academies.
- (2) That it drew its support (a) first of all from tuition fees and from endowments made by private individuals; (b) from direct taxation, which, however, during this period was so small that it may be neglected (being only \$1,100 for the State for the year represented by the Federal Census of 1860); (c) from the income of the seminary and saline funds, which were soon diverted from the higher to the lower schools; (d) from the income of the sixteenth-section funds, which, as will be learned, was the property of the township, not of the State as a whole.

As the basis of the schools was money, it becomes necessary to trace the history of the more important of these funds. The funds

coming from private sources have been considered already in connection with the chapter on the private academies; that from taxation may be neglected.

THE SEMINARY AND SALINE FUNDS.

As early as February 17, 1818, the Government of the United States had granted to the Territory of Missouri for educational purposes, two townships of land, one of which was to be located on the Arkansas. In 1827, by the act of March 2, this was changed so that the Secretary of the Treasury was authorized to set aside for the use of the Territory of Arkansas two entire townships "for the support and use of a University." These lands were to be located in tracts of not less than an entire section. They became known and are referred to as "seminary lands" and are so used in this paper. They are separate and distinct from the sixteenth-section lands, which were for the use of public schools. The seminary lands, when located, represented some of "the best and most valuable lands" in the Territory. Gov. Pope, in his message to the assembly of 1829, recommended that authority be obtained from Congress to lease them on long terms, so that tenants would feel "an interest in making lasting and valuable improvements." It was thought that in this way in a few years ample revenue would be secured "for the education of the rising generation of the Territory, an object of the highest importance in every free country." Gov. Pope's reasons for this recommendation are shown when, in the same message, he adverts to the condition of many of the newly arrived immigrants, refers to the presence of the land speculator, and in a veiled manner to the promises then held out to Americans by the Mexican Government. These immigrants, he said, have—

settled on the public lands and made small improvements to support their wives and children, and are liable every moment to be driven from their homes by the wealthy speculator, without compensation for their labor. They have not money to purchase where to lay their heads, and without the protecting hand of a wise, just, and humane government they must seek homes from the bounty of some foreign government.¹

By an act of Congress of March 3, 1833, the governor was authorized to sell 20 sections of these lands and to apply the proceeds to buildings for the proposed university. On October 24, 1835, Congress was asked by the general assembly for complete power over the seminary lands.² This request was granted in the act of June 23, 1836, supplementary to the act of admission. By that act the lands for the proposed university and the saline lands were placed entirely

¹ It should be recalled that the present homestead law was not then in existence.

² By resolution of Nov. 3, 1835, the assembly asked for "entire control of the sixteenth sections or school lands." The State act of Nov. 5, 1836, provides for another selection when the sixteenth section had been taken up by private parties.

in the hands of the general assembly, and the grant of the sixteenth section "to the State for the use of the inhabitants of such township for the use of schools" was confirmed.

In his message to the assembly of 1837 Gov. James S. Conway says:

One among the important duties to be performed by the present legislature will be the judicious disposal of the fund which will arise from a donation of 72 sections of land granted to the State by the General Government for the purpose of establishing a seminary of learning. Its magnitude will doubtless insure your serious consideration. The creation of institutions of learning upon a scale as liberal as our means will justify must give to our young State an early, respectable, and proud stand among her sister republics. Most of the States of the Union have adopted measures and created funds for a general system of education, and from their experience we are taught that an earlier movement in the same course would have advanced the moral and intellectual standard of their citizens; and, learning wisdom from the experience of our neighbors, we can, in the outset, take such steps as will enable all our citizens to bestow on their children the benefits of education.

Shinn remarks (p. 14) that because of his penchant for educational philosophy and history Gov. Conway saw—

means and ends not discernible by those about him; * * * the trend of educational work went on under the guidance of individual experience rather than from any study and generalization of the past experiences of others. Forty years were devoted to gathering experiences, when the same results might have been reached by a careful historic study in a few years.

This criticism is eminently just, for the men who held the educational future of the State in their hands were without educational experience of the sort necessary for the problem; no educational leader arose in that generation, and as a result this great endowment melted away even before the shock of war had come.¹

In response to the governor's appeal, the assembly, by act of December 17, 1838, provided for the sale of all seminary lands. The funds arising from these sales were made a part of the capital of the bank of the State of Arkansas, but were declared a privileged fund, were not liable for the payment of the debts of the bank or of its branches, and were to be credited with all of their earnings.² In accord with this law, on February 17 and 18, 1840, all located and unlocated seminary lands were offered for sale. The governor was made the agent of the State, a minimum price of \$10 was fixed, but only four 80-acre tracts were sold, for a total of \$3,212. This seems to have discouraged the governor, who recommended in his next message that the minimum price be reduced to \$5 and when not sold at public auction it be disposed of at private sale. In accord with this recommendation a new act was passed on December 28, 1840,

¹ In 1838 Gov. Conway "earnestly recommended that means be adopted that will insure the speedy erection of a seminary." House Jour., 161-162, sess. 1838.

² For the amount finally lost through the bank of the State of Arkansas, see Chapter IX.

under which the price of these lands, at public or private sale, for the first six months was fixed at \$6; for the next six it was fixed at \$5; for the next six, \$4; and after 18 months it was to be \$3 per acre, "until otherwise altered by law."

This act was a long step backward, for not only was the time of payment extended to five annual installments, but the expression "until otherwise altered by law" invited land speculators and debtors to make demand for further concessions—an invitation which they are never slow to accept.

And yet, in his inaugural address before this same assembly in November, 1840, Gov. Archibald Yell had given utterance to an expression which indicated real educational statesmanship, which if carried out would have put Arkansas in the forefront of educational endeavor, and which marks Gov. Yell as a leader who was far ahead of his time. He said:

As a large portion of our rising generation are designed for agricultural employments, I respectfully suggest such a system of education as would not only teach science and literature, but combining practical knowledge of the mode of farming, which will tend to inculcate principles of economy and industry. The student then, in quitting his school, is qualified for his profession and at once becomes an ornament and useful member of society.¹

He renewed this recommendation in 1843.

But after the passage of the act of December 28, 1840, not much was to be expected from the seminary lands. In 1842 the assembly went further and gave up its rights to certain lands in favor of the squatters who were upon them. In 1844, December 18, the assembly asked Congress to allow it to apply the proceeds of the seminary lands to the common school fund. This request was granted by act of July 29, 1846.²

By act of December 23, 1846, the assembly made the agent of State lands also agent of the seminary lands and authorized him to dispose of them at private sale. The price was fixed for the first year at \$4 per acre; for the second at \$3; and thereafter at \$2. The payments were to be made in five years. In the case of the seminary lands there was a system by which land titles were secured or land money obtained from the treasury. Borrowers did not work singly but in companies, and by becoming surety for each other were able to obtain a maximum of loans on a minimum of security. One company of borrowers had 3 members and gave 10 notes; a second company of 5 gave 30 notes with one of their number as principal and 2 or 3 of the others as securities. In the list of 55 notes reported October 1, 1842, there were in all exactly 21 different names, with a

¹ Jour. House Rep., 1840-41, p. 274. *Ibid*, 1843, App., p. 14.

² And yet, on November 7, 1846, Gov. Drew writes to the assembly as if in ignorance of this congressional act. House Jour., 1848, p. 14.

total principal of \$29,269.53. The Big Five got off with the lion's share—30 notes for \$21,805 (principal).¹

In 1847 Ebenezer Cummins, one of the greatest lawyers of that day, was retained by the auditor to enforce payment for seminary lands sold to James Trigg, Richard Pryor, John W. Paup, and others. He brought suit in the Pulaski circuit court in that year, and on November 23 obtained two judgments against Trigg, Pryor, and Paup; one for \$6,119.44, and the other for \$10,709.10, or a total of \$16,828.54. The defendants tendered in payment the paper money issued by the broken State Bank of Arkansas and made this tender a defense to the action. This was overruled by the circuit court and in turn by the supreme court of the State. This case was appealed to the Supreme Court of the United States, where the following decision was reached (10 Howard, 218):

Although the pledge of the State to receive the notes of the bank in payment of all debts due to it in its own right was a contract which it could not violate, yet where the State sold lands which were held by it in trust for the benefit of a seminary, and the terms of the sale were that the debtor should pay in specie or its equivalent, such debtor was not at liberty to tender the notes of the bank in payment.

This decision went further and said:

The lands sold did not belong to the State of Arkansas, but were held by it in trust, to be appropriated solely for the use of the seminary. The money secured to be paid by the purchaser partook of the same character. * * * Should the money be invested by the State and lost, it would be responsible for it. No hazard incurred in the appropriation or use of this money could exonerate the State from faithfully carrying out the object for which the fund was originally constituted.

Other judgments were obtained about the same time amounting to \$20,279.20, making the whole fund \$48,000, the greater part of which was presumably never collected.²

In 1849 came the final blow to the seminary fund as such. Under an act passed in that year and in accord with the authority granted by the congressional act of 1846, the assembly provided that the principal of the seminary and saline funds should be divided among the counties for the use of common schools in proportion to their school census. The principal of these various county funds was to remain as an inviolate, permanent endowment fund. It was to be loaned by the county treasurer on good security at not less than 10 per cent, and the income was to be distributed among the school districts (i. e., townships) in proportion to school population.

In accord with this law semiannual distributions of the seminary and saline funds were made to the counties on account of the public schools. Their distribution on January 1 and July 1 are reported in the State auditor's accounts, but there is little uniformity in them. The term "apportioned" is used as synonymous with "distributed" and "drawn." So far as possible these accounts have been reconstructed from the varying reports of the auditor and treasurer and are given at length in the chapter on the permanent school fund.

¹ See auditor's report, 1842, in App. House Jour., 1842.

² See Shinn's History of Education in Arkansas, p. 18.

THE SIXTEENTH SECTION FUND.

The policy of granting the sixteenth section in each township for the use of public education had its origin in the ordinance of 1787. No general law was passed by Congress concerning the granting of these lands, but it became a general principle, and on March 3, 1803, Congress extended the privileges of the ordinance of 1787 to States in the Mississippi territory and thence it passed to those west of the river. It was recognized in the enabling act of Missouri in 1820 (March 6) and passed to Arkansas with its organization as a Territory of the second grade, March 2, 1819.¹ By formal act of January 6, 1829, the Territorial authorities were authorized to make and carry into effect—

such laws and needful regulations as they shall deem most expedient to protect from injury and waste the sixteenth section in all townships of lands in said territory * * * which sections are reserved for the support of schools in each township, and to provide by law for leasing or renting the same, for any term not exceeding five years, in such manner as to render said school lands most valuable and productive, and shall apply the rents derived therefrom to the support of common schools in the respective townships.²

In accord with this law of Congress, the Territorial legislature, on November 21, 1829, passed a law to regulate the use of these lands. The judge of the county court was required to appoint a trustee for the sixteenth section. His duty was to preserve the land from waste and to lease it for not more than five years; the income arising was to be appropriated "to the support of a school in said township," and in case the inhabitants were too few in the township for a separate school, on petition of two-thirds of the inhabitants of "one or more adjoining townships," the county court might consolidate their schools.

It will be noted that this act gave the sixteenth sections to the townships—not to the State—and provided that each township should have the funds arising from its own lands, and no more. Provision was made for a township school with something of county supervision, and, in its rudimentary form, for a tentative solution of the problem of all thinly settled communities—the consolidation of rural schools. This phase of the law, however, was repealed in 1831. There is no record of the workings of this first effort to organize a public-school system on the basis of the Federal land grants. It seems that substantially nothing was done, for no other mention of schools in the laws is discoverable until Arkansas had become a State. But, says Shinn:³

In 1829 almost every township of the few counties that constituted the Territory had a school of some kind, some of which were private schools taught by old-field

¹ See acts of Mar. 2, 1819, and Apr. 21, 1820.

² U. S. Stat. L., act of Jan. 6, 1829.

³ Report Supt. Public Instruction, 1907-8, p. 25.

schoolmasters, well-educated men, while others were schools under the control of the county court of the county, and received the money derived from the rental of the 72 sections, which fund was supplemented by private tuition.

The addresses of governors prior to 1840, however, gave a picture much less roseate than that drawn by Prof. Shinn.

THE CONSTITUTION OF 1836.

The constitution under which Arkansas was admitted to the Union has the following provision in regard to education:

Knowledge and learning generally diffused through a community being essential to the preservation of a free government, and diffusing the opportunities and advantages of education through the various parts of the State being highly conducive to this end, it shall be the duty of the general assembly to provide by law for the improvement of such lands as are, or hereafter may be, granted by the United States to this State for the use of schools, and to apply any funds which may be raised from such lands, or from any other source, to the accomplishment of the object for which they are or may be intended. The general assembly shall from time to time pass such laws as shall be calculated to encourage intellectual, scientific, and agricultural improvement by allowing rewards and immunities for the promotion and improvement of arts, science, commerce, manufactures, and natural history, and countenance and encourage the principles of humanity, industry, and morality.

In his inaugural, delivered as first governor of the new State, James S. Conway indulges in hopeful expectations:

Let us, therefore, examine far and collect all materials calculated to enlighten the public mind and diffuse general and useful knowledge.

Thinking of the great but undeveloped resources of the State, he adds:

We have ample means for the establishment of such institutions of learning as will insure universal education to the youth of our country.

But it is hardly probable that the governor realized the necessity of supplementing the fund by taxation or the amount of educational statesmanship required to turn their wild lands into a fund, even in part sufficient for the education of the whole people, or that upon the efficiency of this statesmanship depended whether the schools should be supported in part out of an endowment established through the generosity of the Federal Government or whether their support should come entirely from the pockets of the people. By this time (1837) the general assembly seems to have arrived at the belief that sufficient funds could not be secured from leasing these lands to support the schools, but the idea of taxation for school support had not developed.

Gov. Conway said (1837) that the State was "almost destitute of good common schools," and the legislature of that year memorialized Congress for authority to sell in fee simple the sixteenth sections.¹

¹Jour. House Rep., 1837, p. 183.

This was given by an act of February 15, 1843, which was made applicable to Illinois, Louisiana, and Tennessee, as well as to Arkansas, and by which these States were authorized to lease or sell "all or any part of the lands" granted for the use of schools. The legislature was directed to invest the money thus secured "in some productive fund" and the proceeds were alone to be used. Congress was careful to provide also that these lands should not be sold without consent of the particular townships, and that—

in the apportionment of the proceeds of said fund each township and district shall be entitled to such part thereof, and no more, as shall have accrued from the sum or sums of money arising from the sale of the school lands belonging to such township or district.

Congress provided further:

That if the proceeds accruing to any township or district from said fund shall be insufficient for the support of schools therein, it shall be lawful for said legislatures to invest the same in the most secure and productive manner until the whole proceeds of the fund belonging to such township or district shall be adequate to the permanent maintenance and support of schools within the same: *Provided*, That the legislatures aforesaid shall in no case invest the proceeds of the sale of the lands in any township in manner aforesaid without the consent of the inhabitants in said township or district, to be obtained as aforesaid.

THE ACT OF 1843.

In the meantime the State had again begun to consider the question of using and administering any funds that might arise from the sixteenth sections. In 1840 a law of this kind had been passed, which applied to a single township in Independence County. Then followed other acts, and on February 3, 1843, a general act was passed "to establish a system of common schools in the State of Arkansas."

As this was the first State-wide or general effort to organize the public educational forces of the State, it must be carefully examined. It should be remembered that at the time of passage of this act Congress had not consented to the sale in fee simple of the sixteenth sections.

The act provided that on request of any township where there were as many as 5 householders and 15 white children the county court should order an election for a commissioner for that township, whose duty it should be to sell, or lease if the township preferred, the sixteenth sections on 10 years' credit, at not less than \$2 per acre. The funds thus accruing were to be perpetual, the income only to be used. There was to be elected also a board of three school trustees who should have supervision and control of the fund thus created; they were authorized, when the funds were sufficient, to build school-houses, were required to employ teachers, and to keep a school or schools open four months in the year, each taught by a competent teacher. The subjects covered were "orthography, reading, writing, English grammar, geography, arithmetic, and good morals." The

school officers were also authorized to receive donations and subscriptions to supplement the income from the sixteenth-section fund. They were directed to take an annual school census and to ascertain the amount subscribed for each pupil, the number for whom there was no subscription, because they were unable financially to subscribe, and to consolidate township schools if found desirable.

Further, each county was to elect a board of county school commissioners, composed of 3 elective members, together with the county clerk and the county judge. This board was to have charge of the funds that belonged distinctively to the county. This, rather than the township, was to pay for the tuition and books of indigent children and to aid the weaker townships in bringing their income up to that of the stronger ones, so far as county funds would allow. This county fund was made up of moneys arising from escheats, strays, saline lands, fines, and unexpended balances of the surplus revenue.

An analysis of this law will show how far it was from the modern idea. The schools were to be supported entirely from contributions and the sixteenth-section endowment. There was no suggestion of State or local taxation. Those unable to contribute were to be educated as "indigent children." The funds from the sixteenth section under the most favorable conditions were inadequate. Had the lands been sold at \$2 per acre for cash the whole principal would have been but \$1,280 per township, which, if invested at 10 per cent, a rate not unreasonable at the time and place, would have produced an annual income of \$128, a sum barely sufficient to support one teacher for three months, leaving nothing for incidentals or for buildings. But the lands were sold on 10 years' time, and we know in many cases were never paid for. It becomes evident, then, that the public schools had in the main to depend on private subscriptions and could regard the income from the public-land fund (both seminary and sixteenth section) as, at best, but an uncertain adjunct to the contributions of interested and public-spirited citizens.

In 1844 the auditor, Elias N. Conway, later governor, said that he had sent out blanks for reports on number of pupils, disposition of the sixteenth sections, and organization of common schools. He complains that only 14 counties had reported, and that little had been done in these.

He sharply criticizes the law of 1843:

The common-school law is so complicated, and requires the concert of action in so many officers, that * * * the system * * * can never be fully organized in a State so sparsely settled as ours. To organize every township and county in the State under this law would require about 5,800 officers, all to act and attend to duties assigned them without any compensation but the satisfaction derived from aiding in the cause of education.

This law * * * conflicts with the act of Congress authorizing the State to sell the sixteenth sections; and also provides for the distribution of the saline fund for the

use of common schools in violation of the act of Congress requiring this fund to be expended for making internal improvements.

For the organization of a system of common schools * * * a new law should be passed, plain, comprehensive, requiring fewer officers and proper accountability in them; and that duplicates of their bonds and returns of all sales of lands and of their other proceedings should be filed in some office at the seat of government.¹

We have here the germ of the State superintendent's office.

The law of 1843 failed to accomplish its object. The funds produced by the sale of the sixteenth sections were insufficient to meet the needs of the common schools, and by a resolution of December 18, 1844, the general assembly asked Congress for authority to sell the seminary lands and apply the proceeds to the public schools. This permission was given by Congress by an act passed July 29, 1846,² and by another act passed March 3, 1847, the State was authorized to sell the saline lands granted by the Federal Government and apply the proceeds for the same purpose. In this way all the lands granted for the support of schools of any class were concentrated on the public schools.

By legislative act of February 3, 1843, an executive school body, "The Board of Education for the State of Arkansas," was created. It consisted of the governor, the president of the senate, the speaker of the house, the supreme judges, and 10 members of the general assembly—all men with numerous other public and private duties to perform. There was not a professional teacher among them, nor did the profession of teaching in itself make a man eligible for membership on this board. It was to meet upon the convening of each assembly, and immediately after their own election make regulations necessary to carry out the law and report on the progress of education. No such reports have been preserved.

It does not appear that any serious attempt was made to carry out the act of 1843. Gov. Drew urged the assembly in 1844 that they—by reference to all previous legislation, ascertain wherein our laws are defective or inapplicable, and having done this, proceed with promptness and fidelity to provide for the most advantageous and speedy disposal of all the seminary lands, so as to raise a sufficient fund to commence the good work of establishing an institution of learning.

In 1846 he said:

The common-school system heretofore attempted has not been carried into successful operation; nor can it be in the absence of means, none having been provided except for the purchase of books.

¹ In 1848 Conway suggested that the saline lands be devoted to higher education.

² U. S. Stat. L., vol. 9, p. 42.

In 1848 he wanted a second section of land in each township donated for education, and recommended that the counties donate to the school fund all fines, forfeitures, etc. He said further:

There are already many respectable schools and seminaries in successful operation in different sections of the State, sustained alone by individual means and individual enterprise.

There is here no mention or suggestion of taxation for schools, but this was not to be expected when the whole tax levy was only one-eighth of 1 per cent, or $12\frac{1}{2}$ cents per \$100, and when the running expenses were paid in part out of the surplus revenue.

STATE TEXTBOOKS, 1843.

The act of 1843 undertook to settle the ever-recurring question of textbooks. Section 31 of the law appropriated \$1,000 "out of the common-school fund" for the purchase of books for the "use of common schools in this State." Section 32 authorizes the auditor to purchase the books and to distribute them to the counties in proportion to the children from 5 to 21 years old. Section 33 provides that the county commissioners distribute—

the same amongst the common schools of their respective counties as the same may be required for the use of said schools, at an advance of 10 per cent on the cost and transportation thereof.

But this law was not executed. Says Auditor Conway, under date of October 1, 1844:

The law requiring that these textbooks should be purchased in some eastern city, where they can be had on the best terms, the auditor applied in person and writing to the officers of the bank for \$1,000 in specie or par funds, but they refused to pay anything but Arkansas bank paper, which could not be used in any of the eastern cities. Under these circumstances the money has not been drawn, nor have the books been purchased; but the whole matter is left subject to the action of the legislature at the approaching session.¹

The assembly, on January 7, 1845, passed a new law under which it appropriated "the whole of the common-school fund," amounting to \$1,515.84, to be expended under conditions essentially similar to those of the law of 1843, to which the present law is an amendment. It is significant that while sections 31 and 32 of the act of 1843 are repealed, section 33, which provides for the distribution of these books, is not repealed.

Two days later, January 9, 1845, the assembly, seemingly forgetting their action of the 7th, passed "An act supplementary to an act to establish a system of common schools in the State of Arkansas," of which section 1 repeals sections 31 and 32 of the act of February 3, 1843, which had already been repealed by section 5 of the act of January 7, 1845; section 2 directs the financial receiver of the State

¹ Auditor's report, 1844, p. 64.

Bank of Arkansas to place \$1,000 in specie to the credit of the State treasurer, and the auditor was to expend it "for the purchase of books for the use of common schools"; section 4 provides that the books be distributed "to the board of school commissioners of the several counties."

Further record is found that this law was never complied with, for—

the whole of the common-school fund having been appropriated and withdrawn from the bank under act of January 7, 1845, on the 8th January, 1845, no funds remained out of which the appropriation could be paid.¹

There is also an account of the operations of the law of January 7, 1845, in the auditor's report for 1846 (p. 19). Mr. Alexander Boileau was sent to New York and there purchased books, as given below. In reporting the matter Auditor Conway adds:

Mr. Boileau performed his trust to the entire satisfaction of the auditor, and a list of the kinds of books purchased will be found in the table marked D, with the price (after adding 10 per cent on the cost and transportation) at which the boards of school commissioners will have to dispose of each as provided by law.

The auditor says also that for lack of funds he had not been able to complete the distribution, but had receipts from 22 counties.

The list of books, etc., is as follows:²

A statement of the kinds of books purchased by the auditor for the use of common schools, under "An act to appropriate the whole of the common-school fund to the purchase of books for common schools," approved January 7, 1845, to which is added a sequel to Webster's Spelling Book, 300 copies of which George T. Coolidge & Bro., of New York City, furnished without charge; also a statement of the price at which the boards of school commissioners are to dispose of the books as provided by law, being an advance of 10 per cent on the cost and transportation.

Kinds of books.	Selling price.	Number purchased.
	Cents.	
United States Primer.....	5	1,575
Webster's Spelling Book.....	6 $\frac{1}{2}$	4,200
Goodrich's Reader, No. 1.....	10	1,044
No. 2.....	15	1,044
No. 3.....	25	1,044
Willard's History of the United States.....	30	600
Morse's Geography.....	50	450
Davies's Arithmetic, No. 1.....	15	750
No. 2.....	25	750
Gallaudet's Dictionary.....	30	525
Slates, 7 by 11 inches.....	15	750
Slate pencils, each.....		3,000
Slate pencils, per dozen.....	6	
Bullion's English Grammar.....	15	325
Root's copy books, for series of 4.....	30	384
Sequel to Webster's Spelling Book.....	25

¹ Auditor's report, 1846.

² The selling price is taken from the auditor's report; the number of copies purchased is from Shinn's History of Education in Arkansas.

In his report for 1848 the auditor says:

The school books which the auditor, in accordance with law, purchased for the use of common schools have been a convenience in some of the counties, but in others it is believed but little has been done with them. The law respecting those books should be amended so that the board of school commissioners would have entire control of them, so that they might be disposed of for the benefit of the schools in the county, whether such schools be organized under the common-school law or not, for if they can not be used except for schools organized under our present common-school law, it is feared that in some of the counties they will never be brought in requisition.¹

From this recital of the law and the facts it does not appear that these were "free textbooks" in the modern sense, and it is evident that the scheme was not a success, for a law of January 5, 1849, forbade the further expenditure of any part of the school funds for "books, maps, or stationery to be used in said common schools."

The books actually purchased do not seem to have been readily disposed of as the law directed, for a later act allowed them to be sold to private schools, since otherwise, as the law recites, the books might never get into circulation and so be entirely useless. Finally, a law, passed January 10, 1853, directed the county clerks to sell all of these books still on hand at public vendue.

THE ACT OF 1849.

On January 5, 1849, another school law was passed by the legislature. Among other things, it provided for the disposition of the seminary and saline lands, the control of which had been placed in their hands by Congress. It made the political township the unit of local school organization; once in two years a local board of 3 trustees was to be elected, whose duties were to take the school census, elect teachers, issue warrants, and supervise schools, when there was in their district "a sufficient fund."

It appropriated, to carry out the provisions of the act, the sum of \$250,000, which was to be collected out of the sale of seminary and saline lands. Reynolds and Thomas, in their History of the University of Arkansas (p. 16), remark:

The general assembly might have appropriated a million dollars as well, for nothing like the appropriation made ever came into the treasury from these sources to be distributed.

THE ACT OF 1851.

There was still some official opposition to the school system. At least there were certain officials who saw clearly enough the real trouble with the common schools and were courageous enough to acknowledge those causes.

¹ Auditor's report, 1848, sup. to Laws, p. 213.

In his message to the assembly in November, 1850, Gov. John S. Roane argued against the success of the common schools because of the size of the State, the lack of population and means, and still more, because of the lack of educated men who might serve as teachers, and, as in the older States of the East, give tone, character, and trend to the educational uplift. For these reasons he thought it idle to try to follow in the steps of the older and more densely populated States. "All experience proves," he says, "that the common-school system when attempted in a country so sparsely populated as ours, has failed." He heartily condemned the transfer of the seminary fund to the common schools, seems to have been about the first to realize the insufficiency of those funds, which he characterizes as "a mere pittance," and thinks all that could be done at that time would be to establish one or more seminaries "offering the advantages of a liberal education," the public funds on hand to be used to reduce their expenses, and to repeal, if necessary, the law giving the seminary funds to the common schools.¹

In 1851 another law was passed, making some changes and improvements, and tending to consolidate and simplify. It provided a township organization with county supervision, but concerned itself mainly with the administration of the sixteenth section. The county courts were given "a general jurisdiction, supervision, and control" of all matters pertaining to the common schools. A "common-school commissioner" was to be elected in each township where there were as many as 15 white pupils 5 to 21 years of age. This commissioner might lease or sell the sixteenth section at \$2 per acre until twice offered, and after that at \$1.25 per acre. The purchaser was given 10 years in which to pay. The county treasurer was made treasurer of the township funds and was required to keep them separate and distinct. The township commissioner was required to make a regular report of the condition of the school in his township. The county court was to give directions and instruction to the school commissioner. The offices of school trustees and commissioners were repealed, and the township school commissioner was required to perform their duties. The county court might, if it saw fit, appropriate certain county funds "to the establishment of an academy or high seminary of learning in said county," but if the court should not deem it advisable to establish such a seminary, then it "may apply the interest * * * to the support of common schools" whenever an equivalent was raised by private contribution, but no township funds might be consolidated without consent of the voters.

¹ House Jour., 1850, pp. 32-33.

THE ACT OF 1853.

In his message to the assembly in November, 1852, Gov. Roane again says, after referring to the "vicious distribution policy" of the State:

I am convinced from a careful investigation into the history of common schools and other public institutions of learning in other new States, and the practical operation of this law here at home, that no possible good has come of it, or ever can result to the State, or any considerable portion of the people. Common schools can prove beneficial only in thickly settled communities, and that, too, where seminaries of learning have previously been in successful operation, and the minds of the people prepared by a previous course of training for their reception. Before common schools can result in that general benefit claimed for them by their friends a sufficient number of the community must be men educated to prepare public opinion for such a course of instruction and to take charge of these schools in every neighborhood where they may be established.

He again recommends that the act distributing the seminary fund be repealed and that 3 seminaries be established, the graduates of which should be required to teach a definite number of years.

Thus you will prepare the way for common schools, and by the time the system can be put into successful operation a sufficient number of young men will be educated and prepared to conduct them.¹

In these extracts we again see the old struggle of the private seminary or academy against the common or public school, the aristocratic road to learning rather than the democratic one; but it is only fair to say that at that time and place the seminary and the academy covered much of the ground that we to-day refer solely to the primary grades of the public school.

The act of 1853 made the school organization more connected and compact. Its effect was to produce a more workable law than previous acts had done, and to bring order out of the preexisting chaos. By the act of 1853, and in accord with the recommendation of the governor, the secretary of state, in addition to other duties, was made ex officio State commissioner of schools and required to gather information as to schools and the school fund and to report annually to the governor on their condition. The work in the county was unified by the election of a county "common-school commissioner," who became ex officio county school superintendent, and as such, had general supervision of its common schools. He was to advise and assist the township trustees in the performance of their duties. He was to write them letters, giving advice on the best manner of conducting common schools, constructing schoolhouses, and procuring competent teachers. He was to recommend the most approved textbooks, maps, charts, and apparatus, "and shall urge uniformity in the use of the same, as well as the manner of conducting common

¹ House Jour., 1852, pp. 25-26.

schools throughout the county." He was to make a report to the State school commissioner, to examine teachers, and grant certificates. The township funds were taken out of the hands of the county treasurer and put in charge of a township treasurer. This officer was also one of a board of 3 township trustees, who took the place of the township "common-school commissioner," of the act of 1851. Under the act of 1853 the township treasurer was to report to the county common-school commissioner on the number of children 5 to 18 years old, the number in school, the number of schools, amount of school funds, amount loaned, etc.

Besides private contributions, the school funds were derived from the sixteenth sections, from escheats, fines, forfeitures, seminary and saline lands, etc.—the sources from which the present permanent school fund is derived. There was, as yet, no taxation for schools.

Then there follows what was for that day a rather remarkable clause:

All guardians residing in any township in any county, having the control of any ward or wards eligible to the common schools, shall be * * * required to send such ward or wards to some good school, if any common school be taught in the township in which the ward or wards reside, at least one-fourth of the time said common school may be taught.

Conviction of failure meant a fine of \$5 to \$25.

There was no general school law enacted after that of 1853 until that of 1866-67. The act of 1853 was amended in 1855 so as to require each county to elect "one common-school commissioner" and 3 township commissioners, although this was followed by another law at the same session exempting 7 counties from the provisions of the general act. The special act provided that in the counties there named the county courts should have entire control of the schools. The general act provided further that the lands of the sixteenth section still remaining unsold might be leased, or, as a last resort, sold for what they would bring. With the consent of the voters the county court might also establish "an academy or seminary of learning" with a part of the public funds, provided a like sum was raised by private subscription; by consent of the voters it could also consolidate the funds of the townships. The county courts, if they saw proper, might appoint "any number of examiners to examine into the condition of schools and into the qualification of teachers."

These supplementary acts indicate that some of the counties still clung to certain decentralizing features of the law of 1851, and that the more centralized system of 1853 did not come into being without protest. From this time there were various special acts. In 1856 one provided for a vote to see whether the fund from a certain sixteenth section should be vested in the Princeton Male and Female Academies. This may be counted as the expiring effort of the old

privileged classes to get for themselves the bounty of the General Government which had been intended for all. Finally, an act of March 21, 1862, forbade the further sale of public lands of any kind belonging to the State until after the close of the Civil War and pledged those lands for the payment of the war debt.

The student is immediately impressed with the idea that the law of 1853 was by far the best and most workable of all passed to that date. A working system was now being developed from the township trustees of the local school up through the county superintendent to the State superintendent, and there is here a clearly marked tendency toward centralization. But, at best, the friends of common-school education faced dilemmas which were, of necessity, fatal to their hopes. If they sold the school lands, the small amount which they would bring, because of the scattered population (only 1.8 per square mile in 1840 and 4 per square mile in 1850) and the abundance and cheapness of lands, made school support from this source an impossibility; if they did not sell the lands the sources of support were still further reduced. Between these difficulties we may not wonder that the most enthusiastic advocates of education hesitated. A fatal mistake was made in selling the lands and investing the proceeds instead of holding the land and awaiting the still greater increase of value that was sure to come with a growing population. But as has been said, the effort to preserve these lands intact for later generations was opposed by the present desire of the people for the best selections, and this in turn was aided by the educational experience of all the public men in the State. As in the case of the seminary lands, so in that of the sixteenth-section lands, private interests were allowed to take precedence over public welfare, for in 1856 the State school commissioner, in his report, said:

- I repeat, there is no question that the school lands are daily being sacrificed. It seems that the commissioners in many instances are eager for a wholesale disposal of the lands. The lands are converted into money, but no schools are established. By a combination of interested persons, the lands may be frequently sacrificed.

In 1858 the same officer said:

The almost total inattention manifested by the county commissioners to the plain provisions of the law is the cause of much embarrassment in the practical operation of the law establishing the common-school system. The failure of our common-school system I do not think is attributable so much to any intrinsic defect in the law as from the total disregard of its requirements shown by many of the officers intrusted with its enforcement.

THE WORKING OF THE LAW OF 1853.

In November, 1854, Gov. Elias N. Conway said:

We have a common-school law intended as a system of establishing common schools in all parts of the State; but for want of adequate means there are very few in operation under this law.

As a subsidiary fund he recommended that the county court be authorized, when the county so desired, to appropriate the poll tax for primary education. This, together with the seminary and saline funds, "added to the proceeds of the sales of sixteenth sections, and other school funds would insure to every county * * * some free schools."

This seems to have been the first official utterance proposing taxation as a solution of the problem.

REPORTS ON THE SCHOOLS, 1854-1861.

In 1854 David B. Greer, then secretary of state and ex officio "State commissioner of common schools," made his first report and thus summarized the difficulties: From many counties no report had been received and many counties, probably, had no school organization whatsoever under the law then in force, but were still acting under the older law; county school commissioners were embarrassed by defects in the law; frequent changes made it difficult to follow, and by the time the law began to be understood it was repealed. He said:

The condition of common schools in the State presents a gloomy picture, but the friends of education should not be discouraged. The same difficulties experienced by Arkansas in their establishment have been more or less felt in all the new and sparsely settled States.

He reviews the means at the disposal of the school authorities: One thousand five hundred sections of school lands; seminary and saline lands, fines, forfeitures, and other sources. In many townships there were "ample means," but no effort had been made to establish schools. He failed to realize that without public taxation public schools can never succeed, but he did realize that—

the great obstacle in the organization of common schools is not so much a deficiency in the means to sustain them, but it is attributable to the indifference that pervades the public mind on the subject of education.

He made at least one great step forward in educational statesmanship when he recommended the appointment of a State superintendent of public schools, "a man of ability and education," "an enlightened and zealous superintendent," who should go out among the people, and with the spirit of the missionary preach the doctrine of educational salvation.

Mr. Greer was able also to make some report on the condition of affairs in the counties. He reports school funds in the hands of the various school commissioners of the counties, as follows: Benton, \$2,022.08; Bradley, \$4,392.88; Carroll, \$2,768; Columbia, \$7,488; Conway, \$2,564; Crittenden, \$5,133.28; Dallas, \$4,045.75; Desha, \$9,794.29; Drew, \$1,099.29; Franklin, \$6,179.19; Hempstead,

\$2,949.77; Independence, \$4,399.45; Jackson, \$7,022; Jefferson, \$20,401.42; Johnson, \$4,603.97; Lafayette, \$2,142.06; Ouachita, \$10,500; Phillips, \$4,223.75; Pope, \$3,397.67; Prairie, \$4,298.52; Randolph, \$4,865; Scott, \$2,060.11; Sebastian, \$6,645.77; Union, \$21,795.71; Van Buren, \$800.60; Washington, \$9,228.74; Yell, \$2,893.11. These sums were made up from three or more sources and represented the principal of the school funds which the counties had been able to accumulate up to that time. If we assume that all were invested in good securities, paying 10 per cent interest, they were still, in most cases, utterly inadequate for supporting the necessary schools. Curiously enough, these sums seem to bear little relation to the amounts which the same report says were expended by the various counties.

Chicot County reported 1 school, with 2 teachers, and a salary expenditure of \$1,800 per annum. There were 57 children at school. Desha reported 2 schools, with 35 children, and a salary account of \$400 per annum. Jackson County reported 22 free schools, with 500 children in attendance; salaries, \$4,062. Jefferson County reported 10 schools, with 200 children; salaries for county schools, \$1,200; 4 other teachers, at \$30 per month. Ouachita reported 4 schools, with 141 pupils. Union County expended \$732 for common schools. This was all in the way of report that the State school commissioner was able in his official capacity to coax out of careless, indifferent, and negligent school trustees. The school census of 1854 showed that there were 61,382 children under 21 years of age, indicating a population of about 40,000 between 6 and 21.

The report for the next two years (1854-1856) was even more discouraging. In it Mr. Greer does not attempt statistics. He says reports had been received from about one-half of the counties. These were, in nearly every case, vague, inexplicit, and unsatisfactory; funds were in a confused condition; debtors to the funds were in some cases insolvent; one township on the Mississippi River had a fund of \$20,000 and few children, but this could not be transferred to the township in which the children actually lived without violating the agreement with the Federal Government. He thought there were about 25 common schools in the State, organized and sustained out of the common-school fund. "This," he says, "is a discouraging commentary upon our 'common school system.'" He acknowledges the "almost entire failure successfully to organize and establish common schools in Arkansas," and urged that the sale of school lands should be suspended.

Shinn estimates that in 1854 about 25 per cent of the pupils of school age were in the country schools and another 25 per cent in the private academies and in schools outside of the State. Gov. Elias N. Conway says in his message of 1854 that "good schools for

educating the rising generation have been and are being established in almost every section of the State," although he adds in regard to the common schools that "for want of adequate means, there are few in operation."

In the report of S. M. Weaver, State school commissioner for 1859-60, we have a record of two counties:

In Crawford County there were 10 schools, 9 male teachers, 1 female. The enumeration was 2,420. There was received from State funds, \$143.30; from county fund, \$1,431.72, and from township fund, \$6,131, making a total of \$7,706.02. The average wages paid the teachers was \$27 per month. Poinsett County reported six school-houses and 927 children. The amount expended for common schools was \$500, and the number of children attending, 80.

From the public school census of the State for 1860, Shinn reports that there were 652 common schools in operation, distributed as follows: Arkansas County, 7; Benton, 21; Bradley, 15; Crawford, 24; Conway, 19; Carroll, 24; Clark, 6; Calhoun, 8; Craighead, 2; Franklin, 22; Hempstead, 25; Hot Spring, 10; Independence, 21; Izard, 13; Jefferson, 12; Johnson, 49; Lawrence, 3; Lafayette, 8; Madison, 22; Mississippi, 2; Monroe, 8; Montgomery, 4; Newton, 4; Ouachita, 28; Perry, 8; Phillips, 22; Poinsett, 11; Polk, 9; Pulaski, 13; Randolph, 10; Saline, 40; Searcy, 6; Sebastian, 21; Scott, 10; Sevier, 11; St. Francis, 15; Union, 29; Washington, 57; White, 29; and Yell, 2. Twelve counties are not reported. Some of these were counties where public schools had been successfully operated in the years immediately preceding 1860, and he estimates that 750 schools for the year 1860 would not be far wrong. According to the same report, there were 19,242 pupils in attendance.

Gov. Conway was not discouraged. In his message in 1858 he again urges that county courts be allowed to appropriate their poll tax to schools if they "choose," and suggests that those "rewards and immunities" mentioned in the constitution of 1836 for "the promotion and improvement of arts, science, commerce, manufactures, and natural history" be provided for by law.

In his message of 1860 he points out some of the difficulties and weaknesses of the system:

The seminary and saline funds, when distributed to the several counties * * * are placed under the control of the county authorities * * *. The common-school fund arising from other sources must be sufficiently large in many of the communities to justify the establishment of some free schools. But as the funds and common schools are, by law, placed under the control of the county and township officers, the executive has not sufficient information * * * to determine whether the fund is properly taken care of or not, and sacredly applied, as it should be, toward the education of the children of the county.¹

To the same session of the assembly (1860) Gov. Henry M. Rector reported that out of 55 county common-school commissioners only

¹ House Jour., 1860, p. 30.

3 had reported to the State school commissioner, "two of which reports are totally devoid of the required information." He estimates that under the law 7,755 men were required "to perform what 10 would do better." He proposed to take such seminary funds as were not already appropriated to the common schools to build two colleges, and remarks:

The common-school system also seems to be radically defective. In the last report made by the secretary of state, as State commissioner of common schools, it may be seen that there are only 25 common schools organized and kept up in the State from the common-school fund. This is a sad commentary upon the present system.¹

Such were the final official words on the common schools of ante bellum Arkansas. The Federal censuses for 1840, 1850, and 1860 give us a few additional figures which may be added to supplement the meager State reports.

From the Federal census of 1840 we find:

Academies and grammar schools.....	8
Number of scholars.....	300
Primary and common schools.....	113
Number of scholars.....	2,614
Number of scholars at public charge.....	None reported.
Number of white persons over 20 years of age who can not read and write.....	6,567
Number of white persons over 20 years of age in State.....	30,555
Percentage of illiterate adults.....	21.5

Of the 39 counties comprising the State of Arkansas in 1840, 29 are reported as having academies, grammar schools, or primary and common schools; none, according to this report, being at public charge. Thirteen were reported as being in Washington County, 8 in Carroll, and 7 in Sevier.

The census of 1850 reports the school attendance as returned by families at 23,361. Classified according to the character of the institution there were:

(1) Three colleges with 14 teachers and 150 pupils, with a total annual income of \$3,100 derived from miscellaneous, or, as it is called in the report, "other sources."

(2) Ninety "academies and other schools," with 126 teachers and 2,407 pupils, report a total income from "other sources" of \$27,937.

(3) The public schools reported numbered 353, with 355 teachers and 8,493 pupils. These report a total income of \$43,763, which was divided according to its source: From endowment, \$1,720; from taxation, \$250; from public funds, \$8,959; from other sources, \$32,834. Of these 353 schools, 91 are reported as using public funds. From eight counties there was no report; two counties report but a single school each; two report but 2 each, while Jefferson, Poinsett, Scott, and White Counties were reported with 10 schools each; Pope and Pulaski with 11 each; Independence, Madison, St. Francis, and

¹ House Jour., 1860, p. 102.

Sevier, 12; Lawrence, 14; Saline, 20; Carroll, 23; and Washington, 30. The number of schools, however, bore little relation to the income from public funds. Out of 51 counties in the State, only 14 reported any income from public funds, ranging from \$2,006 in Ouachita down to \$75 in Carroll. But a single county reported any school income as derived from taxation. This was \$250 in Desha. Only two reported any income from endowment, which was \$1,400 in Chicot and \$320 in Hempstead.

But, unfortunately, these figures tell little, for the sources of the "endowment" fund and of the "public funds" are not known, except that they were not derived from taxation, and it is not certain that the "other sources" does not include some "public funds."

As adjuncts to the work of education it may be noted that in 1850 there were 9 weekly newspapers in Arkansas, with a total yearly circulation of 377,000 copies. There was one public library containing 250 volumes and two Sunday-school libraries with 170 volumes. In 1860 the public libraries had increased to 102, with 22,210 volumes, and the Sunday-school libraries to 13, with 1,011.

In 1850 there were 65,395 white adults 20 years of age and over in the State. Of this number 16,809, or 25.7 per cent could not read or write. The census for 1860 reports that these illiterate adults had increased to 23,642. It reports the educational resources of the State as follows:

(1) There were 4 colleges, with 9 teachers and 225 pupils. They had a total income of \$300 from public funds and \$5,285 from other sources.

(2) Of academies and other schools there were 109, with 168 teachers and 4,415 pupils. These reported \$6,300 from endowment, \$700 from taxation, \$8,645 from public funds, and \$52,501 from other sources.

(3) Of public schools there were 727, with 757 teachers and 19,242 pupils; they had an income of \$200 from endowment, \$1,100 from taxation, \$13,356 from public funds, and \$105,957 from other sources.

In these census tables it is impossible to discover the line of demarcation between what are called "public schools" and what are called "academies." The difference represents probably, in part, the style of title preferred by the individual giving the information to the census taker. According to the report academies received on an average \$143 each from endowment and public funds, while the public schools received a little more than \$20 each from the same sources. The average income of the academies from all sources was a little over \$542, while that of the public schools was a little less than \$180 each. It will be noted, further, that while, according to the Federal census of 1860 the "academies and other schools" received in round numbers 23 per cent of their income from endow-

ment, taxation, and public funds, and 77 per cent from "other sources," the "public schools" received only 20 per cent from endowment, taxation, and public funds, and 80 per cent from "other sources." In other words, the public schools, from the standpoint of support, were less public than the academies, which were confessedly private institutions.

To summarize the conditions affecting the public-school situation in Arkansas up to 1861:

It is evident that the income from the land funds had accomplished little toward universal education in Arkansas. It is equally true that much had been accomplished in an educational way, but it was mainly through the instrumentality of the private academy supported by private endowment and tuition fees. The State, so far as it had entered at all into the educational field, performed only the duties of administration. The public lands donated for schools had been badly managed in the main. They had often been sacrificed; the money received had sometimes been badly invested, and in part lost in the financial panic of 1837 and succeeding years. The State still regarded the business of education as private, personal, optional, patriarchal, aristocratic, and religious. The consciousness of social solidarity had not dawned, and the State felt itself under little educational obligation to the rising generation. This was not peculiar to Arkansas. It was the spirit of the time.

The question of taxation as the main source of school support had, perhaps, hardly been seriously considered. There had been, however, a small income from this source, and that the modern idea was dawning is found in the recommendation of the State school commissioner and of the governor in 1854, that the general assembly authorize the county court to appropriate the poll tax for school purposes. But this proposal did not become a law until the promulgation of the constitution of 1868.

There had been developed out of the lands donated by the Federal Government for school purposes two funds that in part survived the risks of war and are to-day of material help to primary education. These were:

(1) The permanent school fund, made up of the proceeds of the sales of Government lands other than the sixteenth sections but including the seminary and saline lands; proceeds from the sale of lands and other property accruing to the State by escheat, or from sales of estrays, unclaimed dividends, or unclaimed shares of estates of deceased persons, etc.

(2) The sixteenth-section fund, made up entirely of the proceeds of the sale of the sixteenth sections.

The statistical history of these two funds is given in Chapter IX.

CHAPTER IV.

THE MURPHY ADMINISTRATION, 1864-1868.

“*Inter arma leges silent*” is a maxim that applies to education even more than to law. A short act here and there relating to some phase of school administration appears in the legislation of the war period, but nothing more. The Confederate government in Arkansas was pressed too hard by the Federal authorities to think of education. Confederate success in Arkansas was short-lived. Gen. Steele, of the Union Army, occupied Little Rock September 10, 1863. From that time Little Rock and that part of the State to the north and northeast of the river remained under Union control till the end of the war. The Confederate State government withdrew to the southwest and established its headquarters at Washington, Hempstead County, where a session of the legislature was held September 22 to October 2, 1864.

With the conquest of the northern half of the State there came comparative quiet, and with it the desire of and necessity for civil government. Union meetings were held in Fort Smith, Van Buren, and other places, and by a proclamation of President Lincoln, December 8, 1863, the inhabitants of this section of the State were authorized to renew their allegiance and form a State government. The local leader in this movement was Isaac Murphy, a native of Pittsburgh, Pa., who had migrated to Arkansas at an early age and had for many years practiced law and pedagogy. He had been a strong Union man, and had alone voted against the ordinance of secession, and to him the people looked for guidance. The convention met at Little Rock January 4-23, 1864, and drew up a constitution in which they reproduced the educational sections of the constitution of 1836.

Isaac Murphy was chosen by the convention provisional governor of the reconstructed State and was inaugurated January 20, 1864. He was then chosen by popular vote for the four-year term and was again inaugurated on April 18, 1864. He found himself representing one of two rival governments in the State; there were two armies in the field; there was not a dollar in his treasury; indeed all the machinery of a State government was in the hands of the Confederates, and Murphy’s machinery had to be created *de novo*, but he gained many adherents by an offer of pardon to Confederates while

the war was yet in progress and many more by liberal interpretation of the President's proclamation of pardon after it was over. Taken as a whole, his administration was conservative and pacific, and with the return of the general peace a period of recuperation began.

In his message to the Union legislature of 1864 Gov. Murphy states that no public schools were then in existence and recommends a system of universal education. He says:

As this is the first session of the legislature of the free State of Arkansas, I trust that your honorable body will provide by law that every child in the State shall have an opportunity of acquiring a good education, and not only give the opportunity, but make the education of the rising generation a duty to the State, to be enforced by proper penalties. Ignorance leads to slavery; intelligence to freedom.¹

A bill to amend the existing school law, introduced May 28, 1864, proposed that one-tenth of 1 per cent of the tax on all property be kept and paid in as a common-school fund to be used for lands and buildings.²

In the house journal there is a long and eloquent report from the chairman of the committee on education, in which he presents a heavy indictment of the ante bellum management of the school lands, the sting of which is not entirely removed even when we make ample allowance for partisan bitterness. He says:

They have mismanaged and squandered to a great extent the appropriations or donations made by the United States to this State for school purposes. * * * We have had over 1,000,000 acres of land appropriated in this State to purposes of education, but under the management of our public functionaries it has amounted to almost nothing.

He then urges that a State superintendent of education be appointed and that a common-school fund, based on ad valorem taxation of all property, be created, but nothing definite was done by this legislature.³

The first legislative action under the constitution of 1864 was that by the assembly of 1866-67, which was so largely made up of Confederates that it was styled by its enemies the "rebel" legislature. In his message to this body, in November, 1866, Gov. Murphy urges the establishment of a free-school system based on taxation. He said:

The people are beginning to feel that ignorance is a crime deeply injurious to the peace and happiness of society, for which not only parents, but the government also, are responsible. The experience of all enlightened countries has proved that popular education can only be diffused through the instrumentality of the government, by stringent legal requirements on parents, and furnishing the necessary means to build up and sustain schools for all classes. * * * To the intelligence and patriotism of the legislature I respectfully refer this urgent and important subject, trusting that measures may be adopted to inaugurate a system of public schools that will place our

¹ House Jour., 1864, p. 21.

² Senate Jour., 1864, pp. 180-182.

³ House Jour., 1864, pp. 87-96.

State on an equality with other States in educational facilities. * * * Hereafter, if the State has free schools, they must be supported by taxation, as in other States.¹

In the same month F. R. Earle, sometime teacher and major in the Confederate army, college president, and representative of the old régime, reported an educational bill in which he condemned the old or ante bellum system as "wholly inadequate to the work and incapable of satisfying the demands of the hour." The bill proposed to make education a department by itself and with its own head, the basis of support being public taxation.

It should be remembered that the members of this assembly had lived under the ante bellum common-school régime and had seen its successes and its shortcomings. They clearly realized that public education without public taxation was impossible. On March 18, 1867, they passed a law which has since become in many respects the organic basis of public education in Arkansas. It is particularly worthy of note, because it was the work of men who had long been residents of the State, had seen service in the Confederate Army, and had not been coerced by outside influences. It shows to a remarkable degree the capacity of its framers to realize the immense changes that had come into southern life as a result of the war, their power to divest themselves of the ideas under which they had been reared, and their ability to adapt themselves and the organization of their government to these new conditions.

The act of March 18, 1867, entitled "An act to establish a common-school system in the State," provided:

That for the purpose of establishing a system of common-school education in this State a tax is hereby levied of 20 cents on every \$100 worth of the taxable property in this State, and shall be collected and paid into the State treasury annually in the same manner as now provided by law for the other State taxes: *Provided*, This tax shall not be levied on the property of persons of color.

The second section prohibited the use of said fund for any other purpose than that of common schools. The third section provided that all white children between the ages of 6 and 21 should be entitled to the provisions of the law. The fourth section provided for the election of a superintendent of public instruction by the electors of the State, beginning at the general election in 1868, and for an appointment by the legislature for the interim. Sections 5, 6, and 7 prescribed the duties of said officer. Section 8 provided for the election of a county school commissioner in each county at the general election of 1868. Sections 9, 10, 11, 12, 13, and 14 prescribed the general duties of said commissioner, which included the making of reports on pupils, salaries, etc., the examining of teachers and granting certificates, prorating the county apportionment among the sepa-

¹ Senate Jour., 1868, pp. 40-42.

rate schools, etc. Section 15 constituted each congressional township a school district. Section 16 enabled any incorporated town to become a school district. Section 17 provided for the election of three trustees in each school district. Sections 18, 19, and 20 prescribed the duties of said trustees. Section 21 made the school year begin on the 1st day of October. Section 22 provided that if the trustees should—

fail to have a school taught of at least three months' duration in any one year, or the president thereof fail to make the annual report as required under this act, said district shall not be entitled to any part of the school funds provided under this act, and the common-school commissioner shall proceed to apportion the moneys of the district thus failing among the districts which have complied with the requirements of this act.

In accord with the terms of this act the general assembly in joint session on March 19, 1867, chose F. R. Earle, then president of Cane Hill College, the first superintendent of public instruction in Arkansas. He was not, however, allowed to exercise the duties of his office, for by a military order of Gen. E. O. C. Ord, in charge of Military District No. 4, dated August 9, 1867, the validity of his election was denied and "the services of the office," it was declared, "are not needed." Prof. Shinn remarks, however, that "many schools were opened under the new law."

The service of this régime, then, was not so much the actual organization of schools, but the creation of resources which made the schools of the future a possibility. For this service the "rebel" legislature of 1866-67 and the Union governor, Murphy, deserve to be held in grateful remembrance by the people of Arkansas.

This was the end of educational efforts by the Murphy régime. When he went out of office on July 2, 1868, he turned over to his reconstruction successor \$50,500 in United States bonds and \$203,923.95 in United States currency.¹ Furthermore, the State auditor's report shows that there was collected under the law of March 18, 1867, on account of public schools, and paid into the State treasury, from April 25, 1867, to July 2, 1868, inclusive:

First quarter, 1868.....	\$3,983.51
Second quarter, 1868.....	59,870.05
Part of third quarter, ending July 2, 1868.....	1,021.76
	64,875.32

This sum represents the results of the first general taxes ever levied in the State of Arkansas for public education.

¹ See treasurer's report dated Nov. 23, 1868, pp. 41 and 43. Murphy himself says that he left in the treasury \$122,587. The difference is perhaps due to the deduction of claims chargeable against the general revenue and may be taken as the net surplus turned over to the new administration.

CHAPTER V.

THE RECONSTRUCTION RÉGIME, 1868-1874.

In the meantime Congress had passed the act of March 2, 1867, generally known as the reconstruction act. In accord with the terms of this act a convention met in Little Rock in January, 1868, and adopted a new constitution of which the educational provisions are as follows:

SECTION 1. A general diffusion of knowledge and intelligence among all classes being essential to the preservation of the rights and liberties of the people, the general assembly shall establish and maintain a system of free schools for the gratuitous instruction of all persons in this State between the ages of 5 and 21 years, and the funds appropriated for the support of common schools shall be distributed to the several counties in proportion to the number of children and youths therein between the ages of 5 and 21 years, in such manner as shall be prescribed by law; but no religious or other sect or sects shall ever have any exclusive right to, or control of any part of, the school funds of this State.

SEC. 2. The supervision of public schools shall be vested in a superintendent of public instruction and such other officers as the general assembly may provide. The superintendent of public instruction shall receive such salary and perform such duties as shall be prescribed by law.

SEC. 3. The general assembly shall establish and maintain a State university, with departments for instruction in teaching, in agriculture, and the natural sciences, as soon as the public-school fund will permit.

SEC. 4. The proceeds of all lands that have been, or hereafter may be, granted by the United States to this State, and not otherwise appropriated by the United States or this State; also all mines [moneys], stocks, bonds, lands, and other property now belonging to any fund for purposes of education; also the net proceeds of all sales of lands and other property and effects that may accrue to this State by escheat, or from sales of estrays, or from unclaimed dividends or distributive shares of the estates of deceased persons, or from fines, penalties, or forfeitures; also any of the proceeds of the sales of public lands which may have been, or hereafter may be, paid over to this State (Congress consenting); also the grants, gifts, or devises that may have been, or hereafter may be, made to this State, and not otherwise appropriated by the terms of the grant, gift, or devise, shall be securely invested and sacredly preserved as a public-school fund, which shall be the common property of the State, the annual income of which fund, together with \$1 per capita, to be annually assessed on every male inhabitant of this State over the age of 21 years, and so much of the ordinary annual revenue of the State as may be necessary, shall be faithfully appropriated for establishing and maintaining the free schools and the university in this article provided for, and for no other uses or purposes whatever.

SEC. 7. In case the public-school fund shall be insufficient to sustain a free school at least three months in every year in each school district, in this State, the general assembly shall provide by law for raising such deficiency by levying such tax upon all taxable property in each county, township, or school district as may be deemed proper.

SEC. 9. Provision shall also be made by general laws for raising such sum or sums of money, by taxation or otherwise, in each school district, as may be necessary for the building and furnishing of a sufficient number of suitable schoolhouses for the accommodation of all the pupils within the limits of the several school districts.

As will be quickly noticed, this constitution showed the legislative tendency which characterized many others of that generation. It was prolix and detailed, but it fixed the following progressive features:

1. The education of all, white and black; other efforts had not gone beyond the whites.
2. The permanent school fund, which in one form or another was as old as the State itself.
3. A general tax for education, which had been inaugurated under the former régime.
4. The poll tax of \$1 for public schools. This had been discussed in earlier years, but without results.
5. The principle of local taxation to supplement general funds. This feature seems to have been entirely new in Arkansas.

The fundamental laws under which the educational authorities were now to work, had they been enacted under other circumstances and enjoyed the support of the best elements of the population, might have brought success.

Prof. Shinn, who may be taken as a representative of the old native element, says of the constitution:

In the main it was an admirable document, and had it been left to the free vote of all the citizens might have lived a longer life. The educational law of 1866 was retarded, and the measures substituted, although equally broad and comprehensive, had to bear the odium of reconstruction. Despite this there was a continuous growth, and when the release came there was a bound forward which was remarkable.

The reconstruction constitution went into effect on April 1, 1868. The assembly met on the 2d and remained in session till the 23d of July. To this assembly Gov. Murphy said, in his message of April 3:

On the subject of education, I will say in addition to what is said in the message referred to [that of Nov. 8, 1866], that every child in the State of sane mind should receive a thorough American education, be taught the value and uses of freedom, the nature of republican government, and the importance of selecting honest and capable agents to administer the affairs of the State. In addition to the usual literature of the schools, also the great moral and religious principles on which all republican governments rest as a safe foundation. Education, morality, and religion, universally diffused, are the foundation rocks on which freedom must rest to secure its prosperity; and on the same basis, prosperity, wealth, and honor are secure of permanent and accelerated advancement.¹

Powell Clayton, the reconstruction successor of Murphy, was inaugurated as governor on July 2, 1868. In his inaugural message he has a good deal to say on education. He advocated in particular that the county superintendent system be abolished and that circuit

¹ Senate Jour., 1868, p. 18.

superintendents be appointed instead. The assembly was complaisant and on July 23 passed a school law which had many good features. Its greatest fault was in the circuit superintendents, and this weakness the sponsors of the law soon recognized. Says Prof. Shinn:

Fully one-half of the State fund in 1868 and 1869 was paid to circuit superintendents. This feature of the law was especially odious to the people, and the Reconstructionists themselves recoiled. In 1871 they repealed the circuit superintendencies and substituted county superintendencies.¹ One can but reflect that had there been money and had there been 10 men in the ranks qualified to perform the duties of the office, this measure would have added value to the schools. The reports of these officers show that they were not adepts in grading, examining, or organizing schools.

Its greatest feature was perhaps that it devoted the poll tax to the public schools—a disposition of those funds which had been urged by Gov. E. N. Conway as early as 1854. Says Prof. Shinn:

This was an excellent feature in the law. The State and local taxes fell only upon property; the poll tax of \$1 fell upon every male citizen and made every man a contributor to the school fund; but the payment of the poll tax was not then nor is it now a condition to the enjoyment of school privileges. All children attend the schools whether their parents have paid the poll tax or not. Small as is the tax, its payment creates a spirit of self-dependence and destroys to a large degree the idea that only the rich support the schools.

A further recognition of the value of this law is found in its practical reenactment, with the exception of the provisions for circuit superintendents, by the Baxter (conservative) legislature of 1873 (law of Apr. 29, 1873) and the further fact that it was the basis of subsequent school legislation (e. g., law of Dec. 7, 1875).

The chief characteristics of the law of July 23, 1868, were as follows:

Sections 1 and 2 defined the common-school fund in the terms above recited in the constitution. Sections 3 to 12 created a board of common-school commissioners and defined its duties. Sections 13 to 17 prescribed the method of creating school districts. Sections 18 to 22 prescribed the manner in which the people of the districts should meet, organize, elect school trustees, and levy local taxes. Sections 23 to 48 defined the duties of the trustees. Sections 49 to 55 prescribed the qualifications and duties of teachers. Section 56 provided for a teachers' institute and cast its expense, not exceeding \$50, upon the school fund of the county.

Section 57 provided for the appointment by the governor of a circuit superintendent of schools for each judicial circuit of the State and prescribed his duties. Sections 58 to 73 further defined the duties of the circuit superintendents. They were: (a) To examine and license teachers. (b) To require each teacher to take the following oath: "I do solemnly swear that I will honestly and faithfully support the constitution and laws of the State of Arkansas and that I will encourage all other persons so to do; that I will never countenance or aid in the secession of this State from the United States; that I will endeavor to inculcate in the minds of youth sentiments of patriotism and loyalty and will faithfully and impartially perform the duties of the office of teacher according to the best of my ability. So help me God." (c) To hold institutes. (d) To visit schools and to see that the laws were enforced. (e) To apportion the

¹ This was done by the law of Apr. 29, 1873, not in 1871.

school fund. (f) To report to the State superintendent. (g) To number the school districts.

Section 73 provided for the 10 circuit superintendents a salary of \$3,000 per annum each. Sections 74 to 95 prescribed the duties of the State superintendent. Section 96 consigns the proceeds of the poll tax to the common-school fund, from which it has never since been diverted. Section 107 provided for separate schools for the races. This has always remained the law.

Thomas Smith, who had been a surgeon in the United States Army, became first State superintendent under the reconstruction constitution. His office was opened August 1, 1868. To him fell the responsible duty of organizing the public schools of Arkansas for the whole people and on the basis of public taxation. His task was not an easy one. There was some opposition to be met. There was much ignorance to be enlightened; worse still, there was indifference to be quickened. He complains also of the real and palpable difficulty of getting properly educated and progressive persons to act as school trustees, but bears witness to "the hearty manner in which old citizens of the State are giving their influence in support of free schools." There was difficulty also in the matter of regulating the local taxes. In some districts the electors refused to allow a levy by the county court, in others the court refused to make the levy voted, while "excessive taxes have in some instances been authorized by district meetings." The State levy was later fixed by law at 20 cents on the hundred and was—

paid into the State treasury as other taxes, and this, together with the accrued interest on the vested school fund and the poll tax [\$1], is apportioned to the several counties according to the number of children of school age [a violation of the terms of the congressional grant of the sixteenth sections].

To these three sources of income must be added a fourth, the local or district tax, the amount of which was optional with the district, but which was not to exceed 5 mills on the dollar for country districts or $7\frac{1}{2}$ mills in the city districts. (Law of 1871.)

Dr. Smith's first report, dated November 13, 1868, deals with the school situation as it then was under the new law. There was little to report beyond the organization of the State and circuit superintendents into a State board of education in accord with the law. The latter was required to put forth all efforts to organize the counties into school districts and make enumerations so that the funds might be apportioned. Of these it was reported there was \$50,000 available for school support during that fall and winter "after deducting the amount necessary for paying the salaries of the circuit superintendents."

The funds reported were:

On hand July 3, 1868.....	\$64, 875. 32
Amount received in third quarter.....	2, 065. 10
Amount transferred from general revenue.....	943. 55
Total.....	67, 883. 97

The schools established by the Freedmen's Bureau were taken over and incorporated into the State school system. Substantial progress was being made all along the line, but in summarizing the situation in his second report, dated December 20, 1870, and covering the whole period from July 23, 1868, to September 30, 1870, Supt. Smith, falling perhaps into the ways of thought of his educational predecessors and ignoring the chronic lack of ready cash, seeks to put the onus of failure—certainly in part—on causes other than the true one. He says:

The past educational history of the State clearly proves that the failure to establish a practical system of public instruction was not owing to the want of adequate means at the disposal of the State for the accomplishment of that object, for the United States Government had made munificent grants of land for the support of common schools, and the State legislature had passed several acts with a view to the creation of a school fund and the establishment of a system of public schools, and yet, for the want of a proper cooperation on the part of the people, the whole enterprise proved a lamentable failure, and much of the land which was designed for the promotion of education in the State was sold, the funds squandered, and the children, whose property it was, thus defrauded of their rights.¹

Great annoyance and inconvenience was felt at this time also by the necessity which forced teachers to take their pay in funds more or less uncurred. By an act of 1869 *treasurer's certificates*, with accumulated interest at 8 per cent, were made receivable for State dues. They were, of course, paid in for taxes, passed out again as a part of the State apportionment for schools, and as such had to be received by the teachers in payment for their services. There was neither specie nor currency in the State treasury with which to redeem this scrip, and it was therefore subjected to a heavy discount for cash, in some cases amounting to one-half. Friends of education were discouraged; teachers were disheartened, and many left the State; school attendance began to fall off; and it was thought that salvation could come to the system only through the repeal of the scrip provision, because when a little later currency again came into use the door for peculation was at once opened.

Says one of the circuit superintendents, December 1, 1872:

Improper advantage has been taken by all the collectors of the scrip provision, and while in each county a large percentage of the taxes has been paid in currency during the year, none of it has ever reached the treasurers of the State or county.²

The 10 circuit superintendents, with a salary of \$3,000 each, were another source of dissatisfaction, for it was thought that too large a percentage of the total school income was consumed by them. The State superintendent said that some had "accomplished good results," while "others, for want of adaptability to the work, or from not giving their undivided attention to their duties, have not done so well." Then the school attendance began to fall off, and the

¹ Superintendent's report, 1869-70, p. 11.

² School report, 1872, p. 150.

superintendent, perhaps unwittingly, gave what was probably the true cause. He says:

This is doubtless owing to the want of efficiency on the part of circuit superintendents. Had they given less attention to politics and devoted themselves more fully and energetically to traveling over their districts, visiting schools, conferring with trustees, talking to the people on the subject of education, and holding teachers' institutes in the several counties, the result would have been quite different.¹

The subsidiary reports for 1871-72 are exceedingly imperfect—so imperfect that no just comparison can be made with the years that went before, nor with those that followed. The circuit superintendents performed their duties with less regard to accuracy and fullness than in previous years. The student is driven inevitably to the conclusion that, seeing the coming end of their régime, they determined to get as much out of it as possible, financially and otherwise, at the least expense of labor to themselves.

On January 6, 1873, State Supt. Smith was succeeded in office by J. C. Corbin, a negro graduate of Oberlin, who came into Arkansas with the Federal Army and was now rising to prominence under the reconstruction régime. He remained in office till October 30, 1874, when the promulgation of the new constitution ended reconstruction and restored the native white element to power.

In his report for the year ending September 30, 1873, and dated March 5, 1874, Mr. Corbin finds much of which to complain: The constant reports coming to him of inadequate facilities, insufficient teaching force, lack of funds, and crowded quarters were modified by the cheering news that opposition was dying out. But the abolition of the circuit superintendents (act of Apr. 29, 1873) and the appointment of county superintendents in their place increased the duties of the superintendent's office, while his clerical force and appropriations had been lessened. Qualifications of teachers had been raised, but progress was seriously handicapped by depreciation of the circulating medium. In many districts there were too many separate schools. The school funds and the school lands were in a deplorable condition. Some of the lands had been sold, payment made in part, all records lost in the din of war, and it was no longer possible to decide in whom the title vested.

The tax on the sixteenth section and other school lands had been merged for some years in the general fund, while it belonged to the schools; county school funds were lumped; the warrants received first were paid first; greedy trustees got all, modest ones got nothing; some accounts were overdrawn; some districts were bankrupt, others had invested more in schoolhouses than they could raise by taxation; it was necessary for the school district to levy enough tax to run the schools for 3 months before it got any help from the State apportionment; and the limit of 20 cents on the hundred was too small to meet

¹ Report, 1871-72, p. 8.

these demands. Worse still, taxes paid to the collectors in specie and greenbacks were paid into the treasury by these thrifty individuals in State scrip or school warrants, at immense profit to themselves and at infinite damage to the schools. The teachers, who were sometimes employed at what seemed good salaries as teaching goes, had to take this uncurrent currency or get nothing, and then under force of necessity discount it at ruinous rates. The scrip and warrants then floated about the country till they fell into the hands of the tax collectors. In June, 1871, only 20 counties out of 61 are reported as receiving any United States currency in their apportionment of school funds; and beyond doubt depreciation, together with financial ignorance and mismanagement, to use no broader terms, helped to destroy the system.

To these evils are to be added an interpretation of the school law under which the superintendent could no longer apportion the 2-mill tax in the usual way.

The schools had been supported out of three general sources (law of Mar. 25, 1871): (1) A State tax of 2 mills; (2) a per capita or poll tax; (3) interest on the permanent school fund.

The attorney general interpreted the law of 1873 to forbid the inclusion of the first of these items in the general distribution. This delayed the whole apportionment, and up to March 5, 1874, there had been apportioned only about \$55,000 in scrip and warrants (then worth about 35 cents on the dollar and equivalent to \$19,000 in currency), which was to be divided among 73 counties. It seems safe to say that the schools of the reconstruction period literally died of starvation.

The school authorities had said in 1871 that the system was being injured by adverse legislation. It seems that this interpretation of the attorney general put a period to the public schools. There were no available funds with which to maintain them; their administration did not command the support of the better classes of the population; there was much political turmoil, which in April and May, 1874, developed into what is known locally as the Brooks-Baxter war—in reality a struggle between the older conservative element and the newer and less experienced reconstruction element. No other report on the schools is found till that of Superintendent Hill for the year July 1, 1875, to June 30, 1876; so that the period between March 5, 1874, and December 7, 1875, may be safely regarded as a transitional period.

But it would be an error to suppose that the reconstruction period of public education in Arkansas was without influence. On the contrary, it was fruitful in results. It found that the old ante bellum idea of public schools endowed by gifts of public lands had lost its hold on the educational leaders among the conservatives who had already declared for a system based on public taxation. This idea

of public taxation for schools was enacted into law and put into execution perhaps more easily by the reconstructionists (radicals) than could have been done by the conservatives.

The leading features fixed in the school system during the Reconstruction period were:

1. The superintendent of public instruction as a separate State officer, recommended before the war but never attained.
2. The education of the whole people, both black and white.
3. A general State property tax.
4. A general poll tax, recommended before the war but never attained.
5. Local or special taxes.
6. Discussion of compulsory education, faint and short-lived, yet a beginning.
7. Professional consciousness and organization as seen in the State board of education, teachers' institutes, teachers' associations, State and local, and the beginnings of an educational press.

8. The Arkansas Journal of Education, a monthly, founded and edited for at least 3 years (1870-72) by Supt. Thomas Smith, which was of service as a medium of communication between teachers and the constituted authorities, and is, after the reports of the superintendent, our main source for the educational history of the period. It is of value in particular for the local educational color which it furnishes. From its pages we are made to realize the difficulties which many honest and earnest teachers had to meet and the inadequate resources with which they carried on the struggle. It is evident from a perusal of its pages that the new educational system had taken no vital hold on the life and thought of the people of the State. But this was due in large measure to ignorance and indifference rather than to avowed hostility, and the remedy was then, as now, publicity.

The system did not escape accusation of fraud and embezzlement; that there was indirectly much of this on a small scale the leaders of that day admitted; but a review of the work of the reconstruction period, taken as a whole and in the light of subsequent events, constrain the student to think that they did perhaps more than was to have been expected toward laying the foundations of the present successful school system.

The statistics for the reconstruction period became progressively worse and worse. Those for the first two years are fair; for the next two poor; and after that they are almost a total blank. This failure is perhaps largely due to the circuit superintendents, who did not as a body rise to their opportunities, but imperfect as these statistics are we are under the necessity of using them for want of better, and they will be found in their proper place as a part of the general statistical exhibit.

CHAPTER VI.

THE RESTORATION OF HOME RULE, 1874-1894.

Reconstruction in Arkansas practically came to an end on May 14, 1874, when President Grant by proclamation recognized the claim of Elisha Baxter to be the legal governor, at the same time commanding his rival Brooks and his followers to disperse. Power was thus left in the hands of the Conservatives. The legislature asked the people whether a constitutional convention should be called. Their reply was an overwhelming affirmative, and the convention met in Little Rock on July 14, 1874. The constitution, which removed all disfranchisements and registrations, was submitted to the people on October 13, 1874. It was accepted by a large majority; was officially proclaimed as adopted October 30, 1874, and has since remained the organic law of the State. The office of State superintendent of public instruction was that day abolished, for while this position was formally provided for in the constitution of 1868 its creation was left by the constitution of 1874 to the discretion of the legislature. This was in all probability intentional, for the reason that J. C. Corbin, the incumbent, was persona non grata to the party then in power, although his worth and ability were later recognized by that party, for he served the State many years after that date as a teacher and educational leader of his race.

Prof. Shinn has marked the progressive educational steps in Arkansas up to the return of the Conservatives to power in 1874. He says:

The principal steps in school legislation in Arkansas may be thus summarized: (1) The ante bellum law fixed the districts to a large extent. (2) The law of 1866-67 fixed the system upon a taxed basis, and reached white children. (3) The law of 1868-69 continued the taxed system, and extended the privileges of the schools to all races. (4) The law of 1874-75, and all subsequent legislation, developed and perfected the work of the three systems, and added new features.

The constitution of 1874 has the following sections on education:

ARTICLE XIV.

SECTION 1. Intelligence and virtue being the safeguards of liberty and the bulwark of a free and good government, the State shall ever maintain a general, suitable, and efficient system of free schools whereby all persons in the State, between the ages of 6 and 21 years, may receive gratuitous instruction.

SEC. 2. No money or property belonging to the public school fund, or to this State for the benefit of schools or universities, shall ever be used for any other than for the respective purposes to which it belongs.

SEC. 3. The general assembly shall provide by general laws for the support of common schools by taxes, which shall never exceed in any one year 2 mills on the dollar on the taxable property of the State, and by an annual per capita tax of \$1, to be assessed on every male inhabitant of this State over the age of 21 years: *Provided*, The general assembly may by general law authorize school districts to levy by a vote of the qualified electors of such district a tax not to exceed 5 mills on the dollar in any one year for school purposes: *Provided further*, That no such tax shall be appropriated to any other purpose nor to any other district than that for which it was levied.

SEC. 4. The supervision of public schools and the execution of the laws regulating the same shall be vested in and confided to such officers as may be provided for by the general assembly.

By the constitution the following features were fixed in the organic act:

1. A mandate to educate all the children of the State.
2. The inviolability of the school funds; which were defined and separated by law into the (1) Common or permanent school fund; (2) the sixteenth-section fund.
3. Uniform State taxes for schools, with an annual poll tax.
4. Provision for local taxation on demand by the voters and the inviolability of the tax so levied.
5. Making the office of State superintendent depend on the will of the legislature instead of fixing it in the organic law as was done by the constitution of 1868.

Little seems to have been done in an educational way from the date of Corbin's last report, March 5, 1874, till after the passage of the new school law on December 7, 1875, under which the Conservatives began their work. The two school years 1873-74 and 1874-75 are almost a total blank. There was no head of the school system during a part of this time, for the officers of the old régime had gone out with the passing of the constitution of 1868. There was no formal report for the period; so that all extant knowledge of conditions at this time has come through other sources. About all that is known is that there was paid out for teachers in 1873-74 the sum of \$65,522.66, and for the year 1874-75 the sum of \$40,444.56.

It seemed best to those in power to let the old system practically die and then build anew on the basis of home rule, honest money, conservatism in expenditures, and honesty in administration. No school law was passed by the first assembly under the new constitution. Perhaps sufficient time had not elapsed for the conservative element to orient itself to the new conditions of life, so unlike the patriarchal ways of the ante bellum period.

The law of December 7, 1875, repealed and to a large extent reenacted the law of April 23, 1873. It differentiated and fixed

the status of the two school funds: (1) The permanent or common school fund was made up of all moneys, stocks, bonds, and other property then belonging to any fund for the purposes of education, escheats, estrays, unclaimed dividends, or distributive shares of deceased persons, grants, gifts, devises, 10 per cent of the net proceeds of the sales of State lands, and proceeds from the sale of all other lands except (2) the proceeds from the sixteenth-section lands. These two funds thus differentiated were protected by the constitution from spoliation, and this provision has come down through successive school laws and State digests to the present.

In the school law of December 7, 1875—the basis of subsequent school legislation—the State superintendent was retained, the county superintendent was replaced by a county examiner, and the district trustee by three district directors. The duties of each remained substantially the same. The first and greatest item was revenue. This was provided for in three ways:

(1) By a general tax of 2 mills on the property of the State, to be distributed per capita by the State superintendent to all children between the ages of 6 and 21.

(2) By a poll tax of \$1 on each male citizen over 21 years of age, to be distributed by the county judge to the school districts in proportion to the number of polls in each.

(3) By a local tax in each district not exceeding 5 mills on the dollar, to be determined as to amount by the electors of each district each year and to be paid directly to the districts.

Until the promulgation of the constitution of 1874, the history of the public schools in Arkansas is primarily the question of their existence at all. Before the Civil War their existence was recognized mainly in so far as they might be supported out of the income of invested funds. During the reconstruction era they won the basis of support through public taxation, but suffered the handicap of the reconstruction régime. After the incorporation of the public-school system into the constitution of 1874 their maintenance was no longer to be questioned, nor has there been a break in the historical continuity of the office of superintendent. The system has been in the hands of the best element of the people of Arkansas and has been administered by their representatives in the interests of all. Since 1875 its policy has been more or less uniform. There has been no radical change from one school of thought to another. In the main, each superintendent, while emphasizing or developing certain lines which more particularly appealed to him, has in general carried out the policy of his predecessor. There has been no break; there has been historical continuity. It is therefore possible to write the history of the last generation of schools in Arkansas as a continuous

whole, considering (1) The difficulties in the way, (2) the things attempted, (3) the things accomplished and the progress attained.

The succession of State superintendents since 1875 has been as follows:

George W. Hill, December 18, 1875, to October 13, 1878.

James L. Denton, October 13, 1878, to October 11, 1882.

Dunbar H. Pope, October 11, 1882, to October 30, 1882.

Woodville E. Thompson, October 30, 1882, to October 30, 1890.

Josiah H. Shinn, October 30, 1890, to October 30, 1894.

Junius Jordan, October 30, 1894, to September 12, 1898.

James W. Kuykendall, September 12, 1898, to October 30, 1898.

J. J. Doyne, October 30, 1898, to October 30, 1902.

John H. Hinemon, October 30, 1902, to October 30, 1906.

J. J. Doyne, October 30, 1906, to July 1, 1908.

George B. Cook, July 1, 1908, to date.

THE ADMINISTRATION OF GEORGE W. HILL, 1875-1878.

The first State superintendent under the new law was George W. Hill. He was appointed December 18, 1875, and in his first report, for the year ending July 1, 1876, he makes a brief but telling résumé of the educational situation of the State at that time. The main burden of this report was the hostility to the school system begotten in reconstruction days and the evils of a depreciated currency, consisting of State and county scrip. He says:

Called to the office of State superintendent of public instruction in December, 1875, by the general assembly, pursuant to an act approved December 7, 1875, entitled "An act to maintain a system of free common schools for the State of Arkansas," I found the interest of the free education of the youth of the State in not so favorable a condition as might be desired. A very powerful force—the depreciation of the value of State scrip—had been militating against this interest for about two years and temporarily emasculated the whole common-school system. In the wake of a depreciated currency, in which teachers were paid and by which schools were attempted to be maintained, followed numerous attendant evils. The discouragement of school officers, an occasion for complaint on the part of enemies to free schools, a somewhat reckless incurring of debt, a loss of confidence in the minds of the people, and a partial abandonment of free schools by good teachers were all in its multitudinous train. Under the circumstances most school districts had either to suspend their schools or become involved in debt. Some did the former, others the latter.

For this state of evils there was but one remedy—to be rid of that upas, a depreciated currency. Time and the appreciation of treasurer's certificates are accomplishing this desired result. The districts generally are getting out of debt and resuming their schools. Confidence is being restored to the people, and it is earnestly to be desired that the cause of public instruction will in future be kept clear of the breakers of a comparatively valueless money. * * *

During the year past we had but little trouble arising from the maintenance of our schools with State scrip, for it had appreciated till it had obtained a very respectable value and more than usual reliability. But still, it is far from desirable that our schools be maintained by a currency whose value is so easily affected by State legislation.

To the successful management of the industries of a people, there is necessary, not only a feeling of security of property, but a certainty of return for labor put forth. To secure the latter, labor should be paid for in a currency subject to as little fluctuation as practicable.

Under existing laws some of the funds going toward the maintenance of our free schools are paid in county scrip, which hardly has the same value in any two counties. If we can not have all our school funds in United States currency, we ought, at least, to have them all in State scrip.

The fluctuations of scrip, in addition to the direct evil exerted, affect injuriously the moral support of our free schools in public sentiment, none of which we can afford to lose. We have experienced the great benefits consequent upon the negotiations of the honorable finance board for greenbacks, with which to maintain the State government; and it would be desirable to have all our governmental interests supported by an equally stable currency so soon as practicable.¹

Besides troubles over the matter of money, the school authorities had to make headway against the unpopularity and inefficient character of the district normal institutes and against the lack of preparation and professional interest on the part of many teachers and school officers. There was trouble in particular over the county examiner. He was the county head of the system. He was expected to hold institutes, examine teachers, grant certificates to teach, visit schools, give advice to teachers, and make reports to the superintendent; yet he was practically unpaid, and it even required a special opinion of the attorney general to secure money for the stamps and paper of his office. As a natural result it was difficult to find suitable men who would accept the position.

The unit of administration was the school district, and not the civil township. This was considered and proved to be too small for successful administration. Three local directors in place of one, while making the system unwieldy, was still thought to be an improvement, but it was found that not many electors would attend the annual school-district meetings, thus leaving the whole question of school management and school taxes in the hands of the designing few.

The whole question of the school lands had been properly transferred to the office of the commissioner of State lands; but the section of the act in regard to local taxation was vague and was held by the attorney general to make the whole of the district or local tax optional, while—

the statistics presented are very meager. Comparatively few free schools were taught during the year ending July 1, 1876; and the statistics collected do not present the educational interest of the State as good as it really is. Many trustees failed to report; others were not accurate. This fact, of course, vitiates the reports of the county examiner and State superintendent.

¹ Hill's Report for 1875-76, pp. 5-10.

The statistics for the year, so far as it was possible for Supt. Hill to gather them, were as follows:

STATISTICS FOR YEAR ENDING JUNE 30, 1876.

School population:

White.....	106, 352
Colored.....	27, 574
Total (not differentiated in many counties).....	189, 130

School attendance (many counties not reported).....	15, 890
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Teachers, total reported.....	461
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Salaries:

Male.....	\$28, 783.01
Female.....	\$4, 652.20
Total (not differentiated in many counties).....	\$75, 399.67

Schoolhouses:

Erected during year.....	25
Cost.....	\$3, 957.12
Erected before.....	1, 374
Cost (not value).....	\$361, 358.37

Revenue:

State apportionment.....	\$105, 586.70
District (i. e., local) tax.....	87, 739.51
Sale of schoolhouses, sites, etc.....	444.64
Grants and gifts.....	674.99
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	194, 445.84

Expenditures:

Teachers' wages.....	73, 166.67
Schoolhouses, etc.....	10, 838.61
Repairs.....	2, 567.07

Total.....	119, 403.20
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Unexpended.....	10, 576.56
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Notwithstanding this poor showing the superintendent was not discouraged. He said, in conclusion:

"There is light ahead" for our common-school system. This is no groundless assertion. It is based upon assurances from all parts of the State of growing intelligence, of an increasing spirit of inquiry, of awakening appreciation of education, of lessening hostility to free schools, of the waning indifference of the people to the efforts of the State in behalf of education, of an enlarging number of friends and advocates of common schools, of a more earnest call for teachers of higher qualifications, of more agitation of the public mind on the free-school question, of a greater disposition on the part of the State press to speak in advocacy of common schools, and of better county and district officers being elected. It is based upon the established confidence in the Government, upon the peace and quiet prevailing in the State, upon the greater degree of industry and enterprise now apparent within our borders, upon the increase of our population through intelligent immigration, upon increased facilities of communication with other States, upon the gradual diffusion at home and abroad of a knowledge of our natural advantages, upon the influence of the example of other States, and upon the spirit of the age.¹

¹ Hill's report for 1875-76, p. 20.

In the years 1876-77 and 1877-78 treasurer's warrants and State and county scrip were still an ever-present but decreasing source of trouble to the school authorities. As the State administration got more firmly fixed this extraordinary currency tended to rise to par, and with its rise the question of its use disappeared. By 1885 it was worth its face value.

Other difficulties were the ignorance of both teachers and patrons; the school sessions were short, schools were small, the attendance was small and irregular, even when reckoned on the slight per cent of enrollment; there was still at that time some lack of harmony between the public and the private schools; and, finally, many were saying that the law had too much of the *may* and too little of the *shall*. To this last criticism the superintendent replies:¹

The cry is, let all the school tax, or at least a larger proportion of it, be levied and collected by the State. Take our educational matters out of the hands of the districts. Make a strong law. Put more of the *shall* element and less of the *may* in it. The effect of such a course would be beneficial at first, but ultimately might be injurious. In the incipiency of a free-school system, while it is unappreciated, while the people care nothing about it, there is certainly more necessity for centralizing the force and authority pertaining to it than when it has been thoroughly established and has grown up in the affections of the people. But there is a limit beyond which, if centralization be carried, the public sentiment, the molder of the destinies of republican governments, will rebel so strongly as to defeat the object in view. The problem of wise legislation is to ascertain the golden mean between too much and too little centralization.

Even at that time there was complaint that the constitutional limit of 5 mills for the local tax district was too small to secure the best results, but not for years was any serious effort to be made to raise the limit. There was encouragement in the fact that while the local district tax was optional and was to be voted every year, a steadily increasing number of districts saw its importance.

There was a growing demand for better teachers, with the result that teachers' institutes were better attended, normal schools were organized, and the better classes of the population came more and more to depend on the public instead of the private schools. The State Teachers' Association was growing in strength, professional class consciousness began to appear, and with it more of cooperation.

The State superintendent gave much of his time to traveling throughout the State in interest of the schools. This personal work consisted of public addresses, private discussions, the holding of teachers' institutes, and writing for newspapers on educational subjects.

The State reports are to a large extent exponents of the educational situation. The tone and trend of the time can be realized easily.

¹ Report for 1877-78, pp. 19, 20.

In the earlier ones there is much of rhetoric and rhapsody, containing, nevertheless, words of exhortation, of suggestion, of ambitious desires, of ideals and hopes yet unattained. By degrees these characteristics pass, and their place is taken by longer and longer statements of work actually accomplished and of growing plans for future progress.

Mr. Hill summarizes the general situation at the close of his administration in the following cheerful words:¹

It is gratifying in presenting this, my third annual report, to record marked educational progress. There are many evidences of this progress, some of which, in addition to the statistics which accompany this report, I give in detail:

1. There has been quite an increase in the number of districts which have voted the 5-mill tax.

2. There is a more general demand for better teachers.

3. There is a disposition to agitate, to say the least, the matter of popular education. Our people are talking about, writing about, thinking about the subject. It is discoursed upon by our political leaders and speakers. It is discussed by our conventions called together to consider measures for the public good. It is exposed to public view in our newspapers. It is a frequent topic of conversation around the hearthstone. This thought, this intellectual gestation of our educational interest, is what we desire. The result of the parturition can not be other than wholesome. Education by the State has nothing to lose, but much to gain, from investigation. Let thought and research, then, bring their brightest torches to its examination.

4. More interest has been shown in the annual district school meetings. There has been a larger attendance of the electors at these meetings. A smaller number of districts have failed to hold these meetings and do the annual work of the districts. A closer conformity to law has marked the conduct of these annual meetings. Electors have been more interested in the character of their district officers.

5. Electors in school districts, beginning to realize that "eternal vigilance is the price of liberty," and also the price of a wise management of the educational interests of their district, have been more watchful in regard to the acts of their educational officers. Neglect of official duty has had less chance to sleep undisturbed. Unwise expenditures of school funds have been less frequent.

6. In addition to the greater faithfulness of educational officers secured by the watchful eye of public sentiment there has been increased efficiency in office, from the fact that educational officers have perceived more clearly the responsibilities of their position. They have felt more sensibly the weight of the obligations resting upon them. To this clearer perception of their responsibilities they have been helped by the activity of public thought in regard to education, their own minds being infected with the excitement which has seized upon the minds of others.

7. The reports from directors and county examiners have been not only fuller, but more promptly made. Some few reports from county examiners were received even before the time prescribed by law. These facts evince a healthful condition of affairs and augur better things for the future.

8. More reliance is placed upon our free schools for the education of the youth of the State. There has not been so much need of subscription schools as heretofore. Our free schools are more generally patronized by the so-called "better class" of citizens. Prejudice on the ground that the free school is socially too democratic, that it occasions too promiscuous a mixture of the various classes of society is waning. Our free schools are being recognized as the peers in efficiency of private schools, maintained by an equal expenditure of means. Indeed, in many cases—as in Little Rock, Pine Bluff, Helena, and other places—they are greatly superior.

¹ Report for 1877-78, pp. 5-7.

ADMINISTRATIONS OF JAMES L. DENTON AND DUNBAR H. POPE,
1878-1882.

The successor of Mr. Hill was James L. Denton. Of him one of his successors in the office of State superintendent, Prof. Josiah H. Shinn, has said:

Mr. Denton believed in the efficacy of public education. He was a master of platform oratory, traveled over much of the State, and was always greeted with large audiences. His influence over the people was very great, and he used it for the advancement of the public schools. The people no longer looked to the general tax for means to carry on their schools, but voted the local tax as an auxiliary. Opposition to free schools grew weaker, and more systematic efforts were adopted by the people.

His immediate successor, Hon. W. E. Thompson, said of him:

By his eloquent and impassioned appeals he removed in a great measure southern prejudice against free schools, and to him more than any other individual is the State of Arkansas indebted for the increased popularity of our free schools.

During this period city school systems began to be organized in the larger towns and the superintendent takes up the problem of the ungraded schools. Until now this problem had hardly been touched in the more thickly populated centers, much less in the country districts. An outline course of study sent out by Gen. John Eaton, then United States Commissioner of Education, was printed with directions and suggestions, and the question of textbooks, with the accompanying question whether there should be a State or county or other adoption, was discussed. In August, 1880, the superintendent recommended a uniform series of textbooks, which was gradually adopted by the local school boards. It included Swinton's Word Primer, Word Book, and Word Analysis, in spelling; Appleton's readers; Webster's dictionaries; Goodman's Patent Model Copy-Books; Quackenbos's History of the United States; Swinton's General History; Quackenbos's Illustrated Lessons in our Language, and his English Grammar; Hart's English Literature; Cornell's Geography; Ray's Arithmetic and Algebra; Schuyler's Geometry; Harkness's Latin Series; Hart's Rhetoric; Schuyler's Logic; Bryant and Stratton's Bookkeeping; Townsend's Civil Government; Chapin's Political Economy; Wells's Natural Philosophy; Steele's Botany, Physiology, Chemistry, Astronomy, and Geology. As aids to the teacher in professional self-development he recommended Jewell's School Government; Ogden's Science of Education and his Art of Teaching; Heilman's History of Pedagogy; Northend's Teacher and Parent, and his Teacher's Assistant; Wickersham's School Economy; Page's Theory and Practice of Teaching; Swinton's Rambles among Words. Trench's Study of Words; R. G. White's Words and their Uses.

The work of the county examiners was not satisfactory, nor could it be under the situation of affairs, and there was great diversity of opinion on the question of local tax. Some districts were willing to vote more than the constitutional limit of 5 mills. But experiences like those of Perryville had made others so wary that they refused to vote any special tax whatsoever, for in reconstruction times Perryville had a school for 10 months which cost so much money that it took the district 8 years to pay out. Perhaps the most striking features in the situation were the growing confidence of the people in the honesty of the public officers, and the realization of these officers of administration that the system still suffered from grave weaknesses.

Soon there began to appear reports of better schoolhouses and longer terms, of better teachers and better attendance, of disappearing apathy and opposition, of more special-tax districts, and of "rapid and substantial progress."

In a review of the work accomplished to that date Supt. Denton writes, in the report for 1878-1880 (pp. 70-71), in a style, florid and rhetorical, it is true, but one filled with the pathos of high ideals:

In considering this question it should never be forgotten that the fabric of public schools was founded on the ashes and ruins of that melancholy period. * * * Bankruptcy, repugnance to the system, * * * reckless mismanagement of school affairs, * * * the asperities naturally engendered by a great revolution, the political commotion and dreadful friction that attended reconstruction, together with the dubious future of the country, environed the infant cause. * * * The war broke the South financially, but it also broke the torpor of the public mind in regard to the supreme question of universal education. * * * It underscored and emphasized the transcendent importance and overshadowing supremacy of the kingdom of ideas. * * * In spite of every adverse influence, however, there has been steady progress during the last 12 years. In spite of crushing disappointments, exorbitant taxation, and scarcity of revenues, the wheels of progress have quickened their revolutions. Resistance has ceased to be dangerous. The people have accepted accomplished facts. The tone of leading newspapers and orators is positive and encouraging. Public apathy is retreating before clearer light and broader views, and popular education is receiving a more enthusiastic support. The condition of the country is favorable.

During the period of Mr. Denton's superintendency the progress of schools was encouraged and helped by the publication of the Arkansas School Journal, which was first issued at Little Rock in November, 1880, by J. R. Withers, a teacher who had come into Arkansas from Indiana. After his return home the editorial management was assumed by Mr. Denton himself and remained in his hands till his death. With the passing of his enthusiastic support its direction was assumed by J. Kellogg, who changed its name to Kellogg's Eclectic Monthly and Educational Journal, making it more general in scope and character of contents, but after an experience of seven months in its new rôle it was suspended, and the educational system was again left without a journalistic leader.

During the period of its existence, covering the time between November, 1880, and July, 1883, the Journal was of no little value in advancing education, but it does not appear that it was well patronized by the teachers as a whole or that its pages were as extensively used by them as was desirable. The Journal did its part; its selections were suggestive, but few teachers availed themselves of the opportunity of its pages, and its preaching was no doubt much better than their practice.

ADMINISTRATION OF WOODVILLE E. THOMPSON, 1882-1890.

Mr. Denton died in office and his unexpired term was filled out by Dunbar H. Pope. The latter was succeeded by Woodville E. Thompson, who served for the eight years between 1882 and 1890.

During his incumbency the main features discussed in the reports are the assistance derived from the Peabody Fund with arguments in favor of national aid to education; the growing importance of the newly organized city school systems; the need of a revision of the existing school law, and a more careful collection of the State poll tax. There were still many complaints of imperfect reports, but the interest in the schools when measured by the amount of money the people were willing to vote for its support was steadily increasing.

The cry now changes from opposition to indifference—a change more deadly in character but yet more easily overcome. The system was recognized on all sides to be too decentralized, and there was pressing need for a more efficient and better paid local administration. But along with these older and narrower difficulties comes a discussion of newer and broader problems like free textbooks, the consolidation of schools, and even compulsory attendance. The great need was always for more efficient and better paid county and local officers. These were often ignorant and frequently careless, and this statement applies not only to the county examiners and district directors, who were practically unpaid, but also to the county treasurers, who failed often to report county school funds, and when not failing were often so careless as to count the principal of the county sixteenth section fund as a part of their annual receipts.

The question of attendance was also a serious one. The people were not ready for a compulsory law, and yet it cost practically as much to educate the average per cent of pupils in attendance as it would have cost to educate the pupils enrolled. It was suggested that one-half the school fund be apportioned on the basis of enrollment, the other half on that of attendance. The question of school libraries and of teachers' certificates becomes more important; there is a growing tendency to appeal to the people of Arkansas by the example of other States, and it is remarkably true that the feeling of smug complacency is not often to be seen.

In concluding his report for his last year of service Mr. Thompson says:

An examination of these reports will show that the public school system is being improved from year to year, but that there is an urgent demand for some radical changes to be made before any very great advancement can be perceptible. After eight years' work for the common schools of the State I am thoroughly satisfied that the changes and amendments herein recommended call for the careful consideration of the general assembly. The collected statistics which have been presented are by no means satisfactory. For instance, the report for 1890 shows an enrollment over 10,000 less than that of 1889. Were this the real case, the correct inference would be that our schools are not doing what we have a right to demand of them; but an examination of the reports from each of our 75 county examiners readily shows the cause of this falling off to be the failure of directors to meet their requirements, and it will never be improved so long as we have so many school directors receiving no compensation for their work. Far better have town supervision and a salaried agent or agents to control the county schools. The reports of the wages paid teachers, number of teachers, number of schoolhouses, etc., give no idea of the true financial condition of our counties; on the contrary, they tend to mislead the public. The amounts of revenue collected and expended are the only correct data we have been able to command from the reports and statements which go to represent what we are doing for the cause of popular education.

ADMINISTRATION OF JOSIAH H. SHINN, 1890-1894.

To the mind of the present writer, Prof. Shinn is the real protagonist of primary education in Arkansas, the real educational statesman who was the first to see that the State had reached the limits of development with the means at command and in his official capacity to declare for a higher tax rate. Mr. Shinn had been a lifelong teacher. He believed that the public schools not only had a mission, but that their totality of work was of greater value to mankind than was that of the higher institutions. He argued that inasmuch as 96 per cent of all the children of the State would receive all their school education in the public primary and high schools these schools should be made better.

To do this he set about to inspire a love for better teaching. Institutes were held more frequently and for longer terms. Regular programs were prepared and expert teachers employed. To the legislature he said:

The school population is 36 per cent of the entire population in 1890. If this school population be sorted it will quite naturally divide itself into a class pursuing elementary studies, another pursuing higher studies, and still another the collegiate studies. The elementary studies will comprise as a rule all students between the ages of 6 and 15, the high school between 15 and 18, and the collegiate from 18 upward. Of course these lines cross each other in various ways, but the general classification holds good. From most careful estimates it is found that rather more than 96 per cent of the school population are pursuing elementary studies, rather more than 3 per cent are pursuing higher studies, and rather less than 1 per cent are in proper collegiate studies. The percentages for the United States are 94.2 per cent elementary, 4.9 per cent higher, and 0.9 per cent collegiate. Elementary instruction is understood to

include the "primary" and "grammar" grades. Of the whole school population the public schools enrolled about 97 per cent, while the private schools and colleges enrolled less than 3 per cent. In the whole country, according to the report of the United States Commissioner, there were 13,726,574 children of all grades enrolled in 1888-89. Of these, 12,325,411, or 89.8 per cent, were enrolled in schools or institutions under public management, and 1,401,163, or 10.2 per cent, in schools and institutions under private management. The public-school spirit in Arkansas is far above the average for the whole country. In a properly devised scheme of education the elementary course should terminate at the thirteenth year of child life and include about 20 per cent of the school population; the secondary period will terminate at 17 and include about 8 per cent of the population; while the superior will terminate at 21 and include 6 per cent. Applying these estimates to the whole number of enrolled children, there should be 148,240 enrolled in elementary work, 59,296 in secondary work, and 44,472 in superior work. The actual classification will show that there are not far from 240,000 in elementary work, 8,000 in secondary work, and 2,000 in superior work. That is to say, about 100,000 are doing elementary work that in a model system would be engaged elsewhere; there are 50,000 children enrolled in our schools doing elementary work whose ages under a better system would warrant their receiving secondary instruction, and who are debarred from it by the bad classification of the earlier school years, the bad teaching of the same time, the bad regulations as to attendance, and the opposition to secondary instruction in free schools. The case is still worse when we consider the collegiate side of the question. There are 44,000 children from 17 to 21 years of age to receive superior instruction. The most liberal estimate that I can form is that less than 2,500 children of the State are in proper collegiate studies. The rule for the whole country is that six-sevenths of those entitled to secondary instruction never receive it, and that thirty thirty-firsts of those eligible in age for superior instruction never enter college.

While we are keeping step with the whole country we are far behind many of the older communities in strong secondary and superior schools; and our care should be to so manipulate the elementary course as to create better future possibilities for the secondary and superior. This can be done by constantly raising the grade of instruction in the elementary schools. To do this we need better teachers, better classification, county supervision, graded institutes, normal schools, manual training schools, garden schools, kindergarten training.

He then asked the legislature for an appropriation to establish 6 three-months normal schools in addition to the regular county institutes. That body gave him \$2,000 per annum in 1891 for two years, and increased it to \$3,000 in 1893. With this and other money he not only kept up the three-months district normal schools, but established and maintained 3 State normal schools for one year and 2 for three years, with a regular 3 years' course of study for nine months of each year. The schedules and schemes of study covered a period of three years in orthography, reading, mental and written arithmetic, penmanship, English grammar, geography, history, algebra, geometry, physics, rhetoric, mental philosophy, Latin, Anglo-Saxon, the Constitution of the United States and of the State of Arkansas, civics, natural history, United States land surveys, school management, pedagogy, psychology, and history of education. The attendance was more than 300 for the full time, with 33 graduates. The schedules for the three-months schools embraced a comprehensive study of the common branches, with a shorter study of methods. Over 800 teachers attended these schools each year, the number in 1894 reaching 1,423. Teachers who had gained the most success as teachers of high and graded schools throughout the State were chosen as instructors for these short-term schools. The county institute work under the supervision of the county examiners was also greatly stimulated. From 76 in 1891 there were 165 held in 1894, the attendance being at that time 4,254.

The law required the State superintendent to prepare questions for the examination of teachers four times each year, but this had fallen into disuse. From and after 1891, for four years, these uniform examinations were regularly and persistently held. At first considerable opposition was aroused, but it was not long before their influence upon the teaching class became manifest and they are now one of the most approved features of the State's educational system. The real qualifications of teachers were unquestionably advanced. Schedules and schemes for the grading of country and town schools were prepared and urged upon school officers. The result was a wider grading and classification than had before existed.

In order that the high school work should be more thoroughly systematized, and that a certain uniformity and continuity of study should be maintained, Prof. Shinn advised the State Teachers' Association in 1891 to adopt, through its high-school department, a regular course of study. A committee appointed by that association adopted and recommended a scheme of studies to the high schools of the State which was generally adopted as a minimum.

Prof. Shinn also took the position that, since the university asserted itself to be the head of the public school system, this assertion threw upon it the onus of ascertaining and accrediting every high school in the State whose course of study and system of teaching led to collegiate entrance.

The legislature of 1893 authorized the State superintendent to make an exhibit of the State's educational enterprises at the World's Columbian Exposition. Thirty-two schools prepared exhibits of more than 400 bound volumes of pupil work and over 3,000 specimens of map drawing and botanical work. Eight hundred photographs showed exterior and interior views of Arkansas schools. Forty large administrative charts exhibited the legal status of the State's system. Dr. Buisson, delegate from the French ministry of public education, cut at random a hundred pages from the child work of the various schools, to be reproduced in facsimile in a work for French schools. Dr. Yambe, of the University of Japan, at Tokyo, made the plan of this exhibit the basis of his official report. Awards were made to the public schools of Little Rock, Batesville, Arkadelphia, Malvern, Morrillton, Hot Springs, Fort Smith, Pine Bluff, Lonoke, Russellville, Helena, Eureka Springs, and Jonesboro. Awards were also granted to the State.¹

In summarizing his work at the end of his four years of administration, in 1894, he says:

Looking backward over the 20 years the system has been in operation, we find much that authorizes our people to rank themselves as leaders in systematic provision, intelligent original legislation, honest expenditure, comprehensive plan, and energetic, thoroughgoing work.

We began the work with a bankrupt State and a disheartened population. Civil war had desolated our homes and depleted our treasury; reconstruction had driven us to madness and swept away the little that war had left. Debt—overpowering, grinding debt—was the chief legacy of the after-war period; the reconstruction era, though clad in peaceful garb, was far more voracious and destructive than had been the armed period of war.

Both State and counties were overwhelmed with debt, and all enterprises felt its deadening influences.

To me it is a remarkable fact that out of this sea of passion, strife, and bad feeling our people were able and willing to formulate the prudent and wise statutes which brought the free school into permanent and vigorous form. And if there can be anything more remarkable than this great mental phenomenon, it is the wonderful recuperative power of our people. In 20 years of honest, capable government we have not only regained all that we had of taxed wealth before the war, but have almost doubled it.

¹ See Shinn's History of Education in Arkansas, pp. 53-57, from which these paragraphs are condensed.

At the very beginning our legislation upon educational questions was characterized by liberality and wisdom.

A State levy of 2 mills on the dollar was legalized for per capita distribution throughout the State; a poll tax was added for county distribution, while every district was permitted to levy and collect an additional sum, not exceeding 5 mills on the dollar, for home use. Thus our legislators, although disturbed by the great questions of politics then prevalent, seized the three best means adopted by any State for the raising of revenue, wisely giving the greatest freedom of action to the district, in this manner emphasizing the value of home rule, home development, and home taxation.

Through 20 years the system has lived with almost no amendment. From a few schoolhouses scattered here and there, poorly equipped and supplied, we have reached a plane where 6,000 schoolhouses, well equipped, are in existence, and to which 400,000 children go for about all the school instruction they ever receive. The system started in the thralldom of after-war times, but because of its wise and conservative tendencies it grew with surprising rapidity. It was then an experiment, hedged all around by the doubts of both leaders and followers. It has long since passed the experimental state and is now a fixed part of the State's polity. It has won friends everywhere, and is to-day more deeply grounded in the affections of the whole people than any other department of government. It has grown because it met a demand for the widest dissemination of the principles that underlie virtue and foster intelligence in order that citizens may be the better prepared to understand and maintain the rights, duties, and obligations of suffrage government.

The backward look is a real basis for honest pride to every citizen of the State. Every energy has been bent by the majority of the people to force the system to yield a proper fruit. Money has been voted so generally that we have reached the limit of our right. Teachers have been required by inexorable public opinion to improve themselves. The result is, as stated before, we have now reached the maximum worth of public education under our revenue limitations. * * *

All that could be done 20 years ago was done. But conditions have changed. Gloom has given place to glory, despair to hope. If we now are to equal the men then, we must act as vigorously and wisely under more generous conditions as did they under a harsher environment. * * * Technical education in some form has gone into every public school side by side with the old literary forms. Technical education is a common solution for many of the industrial problems of the age. Its value is equal to the literary form, and conforms much more adequately to demands of the mass. If we are to take high rank upon industrial questions, we must conform our public systems to the technical demands of the problem. But under existing revenue limitations we can not adequately meet the world form of literary demands, to say nothing of the technical requirements. The really great question of educational statesmanship is the immediate removal of the limitation upon local taxation. Give the people more freedom in their localities, so that they may the more easily and surely adjust themselves to the demands of their environment. It is no burden to a locality already satisfied with local legislation to permit another locality to use its own means untrammeled and without limitations. Absolute freedom to the district is the perfection of home rule.¹

¹ Shinn: Report as Superintendent of Public Instruction, 1893-94, pp. 7-10.

CHAPTER VII.

THE PRESENT ERA, 1894-1912.

ADMINISTRATIONS OF JUNIUS JORDAN AND J. W. KUYKENDALL,
1894-1898

The successor of Prof. Shinn was Junius Jordan. In his first biennial report, that for 1894-95 and 1895-96, he reviews the main features of the school system and points out their defects. He was quick to note improvements and to trace them to their source, but he was not disposed to claim that relative perfection had been attained. He says:

It is a noteworthy fact that while property values have materially decreased, taxes for the support of schools have been uniformly maintained. This is a marked evidence that our people are alive and progressive in the cause of education * * *.

It is gratifying to note that there is an increased efficiency and power in our teachers, and that by the acquisition of new methods, through the instrumentality of our county normals, the standards of school work and the system of grading have been advanced and improved.

While this condition of affairs is very encouraging, we must not say that we have arrived at a point where we can afford to relax our energies or curtail our expenditures. It is a mistake to suppose that our school system is as effective in all its bearings as in those States that were never estopped in their progressive features by the calamities of war and the disasters of misgovernment and of financial depression. They have better schoolhouses, more thoroughly provided with apparatus, libraries, and devices and aids for teachers and pupils. The rural schools are too generally carried on in inferior buildings, many unworthy of the name or the cause for which they stand * * *.

We must urge on our people to give more earnest attention to the improvement of schoolrooms and school grounds. Especially is this important in the country districts. It is wisdom to build houses first, strongly, comfortably, and with a view to inside equipments.

He reports that the expansion and growth of the system had so increased the duties of the superintendent's office that he was nearly overwhelmed with routine detail and had little time for supervision in the broader sense. This is the burden of both his biennial reports.

It was still felt to be necessary to argue in behalf of the county normal schools, which had been established in 1895. They had given general satisfaction to the teachers; they had helped to create professional consciousness and pride; they had either improved the poor teacher or driven him out of business; they had raised the standard of teaching, for during the first year (1895) as many as 89 per cent of the teachers had been in attendance in the 75 white and 17 negro normal schools. This average was reduced to 87 per cent in 1896, but the general opinion was that the normal schools,

taken as a whole, had been much more successful than in the first year. And yet it was found necessary to enter into a long argument in the report to meet the specious pleas of demagogues that normal schools were class legislation. These schools lasted one month, were given in substantially every county, were intended to show how to teach grammar, history, geography, reading, arithmetic, algebra, physiology, spelling, psychology, school management, penmanship, and civil government, while a "special professional course" was outlined for further study. The main argument in behalf of these local, decentralized county normal schools was that they reached the great body of teachers at a minimum cost, a work which State normal schools could not do. The total expense per year was only \$10,000.

The same difficulties which earlier officers had faced in general administration and not conquered were again to the front, and reasons for changes were urged. The district directors were pronounced an incumbrance, because they were for the most part ignorant, indifferent, delinquent, or neglectful; the district system was said to be obsolete and inadequate; a new system, based on the civil township, was urged as furnishing better material for directors, a more even distribution of funds and better equalization of opportunity. In the same way and for the same reason—general inefficiency—the county examiner was condemned. It was thought that either his powers and pay should be increased or that his place should be taken by a county superintendent.

It was still felt to be necessary to argue in behalf of the need and importance of the expansion and development of the rural school, but it was possible to report in general a larger enrollment and better attendance. Uniform grading was being attained, but uniform textbooks had not commended themselves to the superintendent.

Mr. Jordan's reports, when taken as a whole, may be characterized as of the missionary sort, whose chief function was to arouse to action rather than as a quiet survey of triumphant progress.

ADMINISTRATION OF J. J. DOYNE, 1898-1902.

The next superintendent in the line of succession was J. J. Doyne. After four years of good work the county normal schools were discontinued by the failure of the legislature of 1899 to provide the necessary funds. An attempt was made to cover their work by the Peabody Institutes in 1899 and 1900, but these were not numerous enough, the term was not long enough, and the attendance was not sufficiently distributed to cover the whole field, and inasmuch as the State had failed to do her part the Peabody trustees withdrew their support from the institutes in 1900. At the regular and more formal educational meetings the attendance was poor.

There were, however, signs of progress along certain lines. Special or single school districts were meeting with favor and were producing good results; a permissive law was passed in 1899 allowing county uniformity in textbooks, of which 43 counties availed themselves; the beginnings of school libraries were being laid—extra-legal perhaps, but nevertheless serving a useful purpose—while consolidation and transportation were more boldly discussed. The main features urged were the establishment of normal schools and the creation of the office of county superintendent.

ADMINISTRATIONS OF JOHN H. HINEMON (1902-1906) AND J. J. DOYNE (1906-1908).

The next superintendent was aggressive, progressive, and virile; he was not awed by opposition, did not truckle to popular prejudice, and assumed that the public-school system was a necessity and that its permanence was already assured, an assumption that had not always been evident in former reports. He argued aggressively that the constitutional tax limit should be raised from 2 mills to 5 and that it be extended in the districts from a maximum of 5 mills to 10, for "the highest rate now allowed by law is eagerly voted by the electors each year, but the result is wholly inadequate."

The people of Arkansas, whatever shortcomings they may show, have been thoroughly honest with themselves; they have never tried to deceive themselves; they are not in the habit of claiming that their system is better than it is or that it is better than that of other States; they have boldly and honestly sought to know the true situation, regardless of their relative rank; they have never comforted themselves with the flattering unction that their system was already the best that could be devised and therefore needed no improvement. On the other hand, their educational leaders have called things by their true names; they have recognized their shortcomings, their blunders, their failures, their injustice to themselves, and with steadiness of purpose—sometimes exceedingly slow, it is true, but none the less sure—they have sought to amend the errors of earlier days and to lay broad and deep the foundations of a school system that shall grow and develop with the increasing strength and power of the State.

In the opening of his report Mr. Hinemon reviews the situation: In the biennial period from 1902 to 1904 the school population had increased by 22,065; the school property had increased in value by \$454,080; the amount paid to teachers had increased by \$167,997, and the average amount expended per child had increased from \$3.82 to \$4.33. But to the aggressive leaders of the State the situation was not satisfactory. Hon. W. H. Arnold, president of the Texarkana School Board, reviews the situation in a public address,

which is reproduced in the superintendent's report. Mr. Arnold says in part:

Arkansas must reclaim itself from the stigma upon its good name, and follow the lead of those who have turned on the light. We have tried the cheap, untrained teacher and have placed our State at the foot of the class of States. In the cause of education we stand at the bottom, or dangerously near, no matter how the States are grouped or classified in respect to the length of school terms, the amount expended per pupil, average daily attendance, in salaries paid, and in providing the means of training teachers. * * *

It is most singular that the subject of education is not receiving from public officials of the State and candidates for office that consideration its importance demands. On the other hand, it seems to have been a favorite diversion to boast of our free school system, to advise the masses that we are in the lead, that the public fund for school purposes now being collected is ample, and that anyone who would advise to the contrary is a public enemy. Such boasts can be actuated only by the purest demagogery or ignorance. The facts are to the contrary. We have nothing to boast of, but the opportunity for the greatest development and educational prosperity is with us. * * *

It is a mistake to believe that the people are afraid of sufficient taxation to build up our common schools, and those who invest their capital want to place it among enlightened people and are willing to attribute [sic] their part of the burden. They realize that their investment will then be safe and fairly treated by the courts of the country, and the legislative and executive departments. Those who get the greatest benefit from school taxes pay the least taxes.

We need more money. We must not depend upon philanthropists to educate us. Millions are being donated year by year by those who have it to give away, but nothing is given to the indigent or slothful. We really do not need help, except from our own people, who are prosperous and amply able to give it. Let the facts be known and the honest, industrious people of this State will revolutionize our school system, and it is astonishing how few know our educational poverty. The greatest trouble has been the want of publicity. * * *

The western division of States are our strong competitors for first-class new settlers. The average salaries paid to teachers in those States is \$59.80 per month; in Arkansas, \$34.46. The average money spent per pupil is \$31.59 in those States; in Arkansas, \$7.41. The average number of days taught in those States, 143.9 days; in Arkansas, 91.5 days. * * *

The fact that the bar association of Arkansas, in discussing the lethargy of State development, attributed our backwardness to the inefficiency of our free school system, deserves unusual notice. If the system is inefficient, the whole State should be alarmed, because we rely almost exclusively upon our free schools to form the character of our children and fit them for the duties of life.

Our special school districts have been able to secure the passage of laws of great benefit, which are not enjoyed in other parts of the State. Why have those advantages been denied to the balance of the State, where the great majority of the school-population is to be found?¹

¹ According to the Report of the State Superintendent for 1905-6 there were then special school districts as follows:

Number named.....	161
Number that made no report.....	43
Number reporting.....	118
Number of buildings.....	245
Value of buildings.....	\$1,912,300
Value of furniture, etc.....	\$144,955
Number of white teachers.....	906
Number of colored teachers.....	221
Number of white pupils enrolled.....	47,746
Number of colored pupils enrolled.....	14,957

It is not from design, but because no well-formulated plan has been presented with the necessary persistence to the legislature, or the people are not informed on public-school conditions. When one proposes a reform, he ought to lead the way. * * *

To secure an efficient school system we must have additional educated and trained teachers, longer school terms, better schoolhouses and apparatus, and get rid of the cheap teacher, but this requires more money. * * *

The highest rate now allowed by law is eagerly voted by the electors each year, but the result is wholly inadequate.

Should we not aspire at least to the average of other States? We must more than double our revenue to reach the average as to salaries paid, length of school term, and funds paid out per capita for each child attending school.

This address indicates that the people of the State were now coming to realize more clearly the school situation and to discuss its problems.

A State course of study was adopted by the legislature of 1903 and tended to unify teaching; the law for examining and licensing teaching was improved; institutes took the place of the earlier normal schools as far as possible, and the scope of their courses was broadening; the study of elementary agriculture was being discussed; the school term had increased from about 3 to a little more than 4 months. The State Teachers' Association said their needs were: County supervision, county and State normal schools, and more money to be obtained through a better assessment law.

During this administration the Louisiana Purchase Exposition was held at St. Louis, where a creditable exhibit of the educational work of Arkansas was made.

In 1904 a committee of 10 was appointed by the Arkansas Teachers' Association to consider the condition of the rural schools. In December, 1905, they made a sensible and virile report, in which it was pointed out that the main defects of the schools came through (1) a lack of revenue, which produced marked differences in the length of the school term; (2) a lack of efficiency through a useless multiplication of school districts. It recommended (1) a larger taxing unit, as the township instead of the school district; (2) a renewal or extension of the constitutional limit on the right of taxation; (3) consolidation and transportation.

In the report for 1905-6 the superintendent shows that there was in general a steady growth. During the two years covered there had been built 602 new schoolhouses, at a cost of \$766,683.39, while the amount paid for teachers' salaries had increased \$185,225.89, and the average expenditure per child had gone from \$4.33 to \$4.93. The decrease in length of school term from 93 to 81 days was due to the large sums spent in building and showed "the utter inadequacy of the present revenue."

Persistent discussion of the revenue problem at last brought reward. By a resolution of March 2, 1905, the assembly submitted a constitutional amendment to the people on the question of modifying the limitation on the voting of school taxes. The vote was taken in Sep-

tember, 1906, and resulted in 92,969 for amendment, with 47,368 against it. In 9 counties only was there a majority against the amendment; in some the majority in its favor was as 8 to 1.

In accord with the terms of this amendment the act of April 17, 1907, raised the limit of taxation for the State from 2 to 3 mills and for the districts from 5 to 7 mills.

Viewed chronologically the development of the taxing clause has been as follows:

1867. The law levied a 2-mill tax on whites.

1868. The constitution fixed no limit of taxation and included both races.

1874. The constitution fixed a limit of 2 mills for general taxation and 5 mills in the districts.

1907. The constitutional amendment raised these limits to 3 and 7 mills, respectively.

By act of May 14, 1907, the legislature made an initial appropriation of \$15,000 as a beginning of the much-hoped-for and long-delayed normal school. Its location was fixed at Conway, in Faulkner County. Building was begun. J. J. Doyne, sometime State superintendent, was elected president, and the first session opened September 21, 1908. The enrollment for the first term was 105. A faculty of eight was chosen, the foundations of a library laid, and a course covering four years outlined, in which pedagogy and practical instruction in agriculture were more particularly emphasized. The school received an offer of \$10,000 from the Peabody fund to assist in the organization of an agricultural high school. This was accepted by the legislature of 1909, and the fund was applied to the establishment of a model farm.

Another triumph won in the legislature of 1907 had been urged for years by the State superintendent and teachers. This was the law providing for a county superintendent. This office, although it existed before the Civil War, had fallen into disrepute during reconstruction days and was counted an unnecessary expense, and the county examiner was substituted. The provisions for this office were never satisfactory to the teachers. Important duties were assigned to the office by law, and all county examiners had to pass a preliminary test before appointment; but from "the papers of some appointees it may be readily concluded that the judges have not exercised prudence in naming persons for this office." The act of May 27, 1907, abolished the position of county examiner and created that of county superintendent in its place. The office is elective, and each county decides for itself for or against county supervision. No person is eligible who has not taught for at least 24 months in the county within the last 5 years and who does not hold a first-grade certificate or similar license. His duties are to hold quarterly examinations of

teachers, grant licenses, keep accounts with the districts, and record all contracts, furnish plans for new houses, keep records of sums voted for school purposes, approve warrants, receive reports, prepare courses of study, hold county and district institutes and a normal institute in April, May, and June, and make annual reports on the condition of schools. He must keep an office at the county seat and devote all of his time to school work. His salary ranges from \$600 to \$1,200, and is paid out of the county common school fund.

ADMINISTRATION OF GEORGE B. COOK, 1908 TO DATE.

Entering upon the work of numerous zealous and devoted predecessors, Mr. Cook found the condition of the public schools in Arkansas rapidly improving. He had the boldness to show the people, by means of graphic representation, where their State stood in comparison with others. Basing his graphs on the Report of the United States Commissioner of Education for 1906-7, he showed that Arkansas ranked as follows:

	Rank.
In school population.....	24
In the valuation of all property.....	31
In length of the school year.....	47
In amount raised per school capita.....	42
In number of teachers.....	23
In teachers' average monthly wages.....	23
In number of white, adult, native, male literates.....	38
In amount of school property.....	36
In school expenditures.....	29

He then presented statistics to show the progress of the year 1908 over 1907, which were extremely encouraging:

School statistics, 1907-8.

	1907	1908
School enumeration (6-21).....	533,556	544,519
Amount of State apportionment.....	\$677,707.00	\$1,018,250.53
Per capita apportionment.....	\$1.27	\$1.87
Total school expenditure, State and local, per capita for school population.....	\$4.52	\$4.64
Enrollment.....	340,182	366,054
Average daily attendance.....	220,621	232,670
New buildings.....	267	307
Cost.....	\$448,100.00	\$754,716.00
Total value buildings and sites.....	\$3,565,813.32	\$4,171,462.72
Total value of equipment.....	\$472,814.00	\$685,394.00

There was a change going on also, both in the character of the information imparted in the schools and the purposes for which that information was secured. Says the superintendent:

No longer are the public schools looked upon as merely the supply houses for stored book knowledge, *but these schools are expected to train the youth for citizenship and life work.*

At last the schools were beginning to make good; they were beginning to justify their right to exist; they were training for citizenship and life; and the people, who are quick to realize such things, were coming more fully and more cheerfully to their support.

This reflex was quickly shown in the available resources of the schools for 1909, which Mr. Cook reports as follows:

Summary of school statistics of Arkansas, 1909.

Assessed valuation of all property	\$327, 023, 552
Real estate.....	\$218, 424, 886
Personal property.....	108, 598, 666
Revenues for support of public schools, 1909.....	\$4, 363, 830. 37
Balance from 1908, to district accounts.....	\$1, 122, 425. 60
State apportionment, 1909.....	1, 014, 591. 76
Local taxation and other sources.....	2, 226, 813. 01
Expenditures for support of public schools for year ending June 30, 1909.....	\$3, 110, 164. 60
Balance on hand June 30, 1909.....	1, 253, 665. 77
Appropriations by general assembly for biennial term 1909-10:	
University of Arkansas.....	\$220, 915
Agricultural Experiment Station.....	39, 400
State Normal School.....	95, 900
Blind School.....	62, 040
Deaf-Mute School.....	130, 146
Reform School.....	26, 505
Branch Normal (colored).....	11, 600
Four agricultural schools.....	160, 000
Sources of school revenues:	
State—Three-mill tax. Interest on permanent school fund. Sale of sixteenth sections. Fines.	
Local—Seven-mill tax. Poll tax and penalties.	
Permanent school fund (3 per cent State bonds).....	\$1, 134, 500. 00
Total value of school property.....	\$6, 067, 342. 60
Number of school buildings.....	6, 008
Number of school buildings erected during 1909.....	299
Value of new buildings.....	\$452, 167. 30
School population (6 to 21).....	557, 468
Enrollment in the public schools.....	374, 154
Average daily attendance.....	243, 232
Enrollment in private and denominational schools.....	4, 619
Number of schools taught.....	7, 819
Number of days taught.....	768, 228
Average length of term (93.9 in 1908).....	98.2 days.
Number of teachers employed.....	9, 164
Number of institutes held.....	117
Number of teachers attending institutes.....	8, 965
Average monthly salary for teachers.....	\$55. 77

The leaven of years of agitation, the devotion of teachers and of enlightened citizens, the efforts of local school officers, the addresses and published articles of State superintendents now began to bear fruit in legislative action. The student of the future may yet pronounce the Arkansas Assembly of 1909 more enlightened and statesmanlike than any of its predecessors. It began consideration of problems of compulsory attendance, agricultural schools, and consolidation.

Two compulsory attendance acts were passed. The first, to be effective in 31 counties, provided that all children between 8 and 16 years of age should attend school "not less than one-half of the entire time" the public school was in session, unless equal instruction was provided elsewhere; children between 16 and 20 were subjected to similar requirements unless "actively and regularly and lawfully engaged in some useful employment or service." Children without sufficient clothing, or mentally or physically incapacitated, or further than $2\frac{1}{2}$ miles from the schoolhouse, or whose labor "is absolutely necessary for the support of the family," or who had completed the seventh grade, might be excused; but if unable to furnish themselves with books, they might be supplied by the school board. Truant officers with necessary authority were to be appointed, and cities of over 10,000 might establish truant schools. No pupil within the prescribed age limits was to be employed, under penalty of fine, during school hours in any business or other enterprise without a certificate that the law had been complied with. Forty-three counties were exempted from this act.

A similar act was made to apply to nine counties, including four exempted from the first law. The second act was essentially the same as the first, except that the limit was 8 to 14 years instead of 8 to 16; children 14 to 16 must be sent to school if not regularly employed, while those from 16 to 20 are not mentioned, and it was required that the eighth grade be finished before exemption rather than the seventh.

Two acts were passed in regard to agriculture which must be of far-reaching significance. One of these required the teaching of elementary agriculture and horticulture in the schools. The other showed that the legislators who made this requirement were not ignorant of the obligations it placed on the teachers, for the sum of \$160,000 was provided for the establishment and maintenance of four "public schools," in which there were to be taught agriculture, horticulture, and textile manufacturing.

The beginning of consolidation of rural schools was provided for by an act which allows the patrons of any rural territory to petition the county court for the organization of a special or single school district having all the rights and privileges previously allowed only to schools in incorporated towns and cities.

The assembly of 1911, like that of 1909, was a very progressive body. Supt. Cook says "it will be regarded as the great educational legislature." It passed no less than 13 general, progressive, and constructive educational acts. The more important of these were directed toward consolidation, compulsory attendance, the creation of high schools, and of a State board of education.

The consolidation act provided that any two or more districts might vote on the question, and, if the proposal carry, the consolidated school district was endowed with the powers belonging to the special school district so far as they were applicable. The directors had the right to borrow money, if authorized to do so by special vote, and might provide transportation for pupils when advisable.

An act of April 7, 1911, provided for the election of directors in the special or single school districts organized under the act of 1909, recognized them as rural special school districts, and gave authority to vote to borrow money for building purposes.

A new compulsory attendance law reenacted the law of 1909 with certain modifications, including the omission of the sections regulating the employment of children of school age in business occupations during school hours. Forty-one counties were excepted from the provisions of this act.

The county superintendent's act was so amended as to require him to conduct a five days' institute in June, instead of the longer institute from April to June, and there was a small increase in salary.

Another act provided for the distribution of three-fourths of the money annually received from the Federal Government on account of the forest reserves of the State for the use of the public schools of the respective counties.

Chapter 431 creates a State board of education. It is composed of the State superintendent of public instruction and one member from each congressional district to be appointed by the governor. They were to have the management and investment of the common school fund (permanent school fund); they were to recover by process of law all moneys due the fund; they were also to control the chartering of all educational institutions, regulate them, and, if need be, revoke charters; to grant State license; and have general supervision of the public schools of the State, elementary, graded, and high; but they can not control textbooks. Prof. B. W. Torreyson has been made secretary.

This assembly also took up the question of public high schools. Up to 1911 no particular attention had been given to and no provision made for that part of the school population. At first the high school had not been considered even a part of the public school system; later this idea was outgrown and it was recognized that the directors acting under the original school law of 1869 had power to

establish primary or "other schools of a higher grade or grades." But since the law used the term as synonymous with graded schools, its real purpose was obscure and such high schools as were organized owed their existence to local initiative and not to the legal and formal encouragement of the State.

In an address delivered in 1899 Prof. J. H. Reynolds says:

Perhaps there are a half dozen real high schools in our cities of the first class, while there are quite a number of would-be high schools struggling for existence in our towns. * * * Excellent as are some of these schools, they are few, and the great mass of the people remain untouched by the high school.

It seems that at that time only the special school districts had so much as the legal right to tax themselves for the support of such schools. The result of this neglect was the following showing for high schools in 1910-11:

Number of four-year high schools reporting.....	31
Number of three-year high schools reporting.....	48
Number of two-year high schools reporting.....	31
 Total.....	 110
 Number employing 4 or more teachers.....	 15
Number employing 3 or more teachers.....	20
Number employing 2 or more teachers.....	43
Number employing 1 or more teachers.....	32
Teachers giving all time to high-school work.....	174
Teachers giving part time to high-school work.....	79
Number of weeks in school term in--	
One school.....	12
Two schools.....	24
Eleven schools.....	28
Forty-five schools.....	32
Fifty-eight schools.....	36
Two schools.....	38
Number of pupils enrolled.....	5,914
Number graduating—	
On 14-unit basis.....	348
On 12-unit basis.....	252

These figures include all schools offering three and four years of high-school work, and with one or two exceptions all of those offering two. A few of those offering four years were not provided with teaching force and equipment for more than three years, while a large per cent of those offering three years could not teach effectively over two years of high-school work. Further, about two-thirds of those enrolled in the four-year schools were located in nine of the larger towns, while practically none of the strong schools offering four-year courses got pupils from the rural districts. This meant

that the rural districts were practically without high-school advantages.¹

This state of affairs was one of the first things to attract the attention of the Arkansas education commission. They made a careful study of the situation, gathered the experiences of other States, and published a vigorous bulletin in which they say:

Arkansas has no sufficient law governing high schools, has never dealt seriously with the problem, and as a result has but few high schools.

The public high school is essential to the life of the public school system. It is democratic; it is the college of the people; it makes for economic efficiency. It multiplies the productive power of the people and prepares its students for a better solution of the most important meat and bread problem. It transforms the community into a center of culture and refinement and raises intellectual and moral standards. It prepares for citizenship and is the key to the solution of the rural school question. It vitalizes the country school by setting before them a high standard of efficiency and by providing for them well-trained teachers. It, with other factors, promises to make country life more attractive and to stop the flow of population to the cities.²

The result of this agitation was the law of 1911, which provides for (Act No. 328) a State high-school board, consisting of the superintendent of public instruction, the president of the University of Arkansas, and a city school superintendent or high-school principal, to be chosen by the governor. Its main duty was to classify the high schools and establish a normal department in those having a four-year course; on the organization of a State board of education its authority and duties were to be transferred to the new organization.

All pupils of high-school age and all common-school teachers of any age may take advantage of the high-school courses in their own county without cost. Students from counties without high schools may have these advantages by payment of a small fee, which is to come out of the common-school fund of the district to which they belong.

Under the law no State aid can be given to high schools in towns with over 3,500 population, or with fewer than 25 high-school pupils, and in case of rural schools, 15 pupils. State funds can be used for teachers only and may be granted only where an equal amount is raised by the local district, and no school may receive more than \$1,000 per year for high-school development and normal training.

For the high schools \$40,000 was appropriated, and for normal training in the high schools, \$10,000.

This act became a law May 30, 1911. It is as yet too early to obtain much in the way of significant statistics, but Prof. Torreyson, who has accomplished much in correlating courses and in unifying

¹ See report in Arkansas School Journal by Prof. B. W. Torreyson; Bulletin No. 2 of the Arkansas Education Commission, and State Supt. Cook's Report for 1909-10, pp. 14-15.

² Arkansas Education Commission; State aid to high schools, Bulletin No. 2.

systems, summarizes, in the Arkansas School Journal for March, 1912, the results at the end of the first session, as follows:

The last legislature authorized an apportionment of \$50,000 a year from the school funds to be applied by the State board of education in aiding high schools, provided the high schools met the requirements of the State board and opened their doors without tuition to all pupils of the respective counties and to all public-school teachers.

Aid has been granted this school year to 11 high schools to establish normal-training departments; to 19 four-year schools, to 26 three-year schools, and to 38 two-year schools; 94 in all. The total enrollment in the State high schools at the close of the first term was 6,325, of whom 1,174 were pupils from outside the districts and 315 are taking the normal-training courses preparatory to becoming teachers.

There are 62 district high schools in addition to the 94 State high schools. The total high-school enrollment for last year was 6,482, whereas the enrollment for this year is more than one-third greater, and there are nearly as many pupils in the State high schools as attended all high schools last year.

In order that the schools might meet the requirements, \$30,000 in property has been donated to the schools this school year and \$24,070 contributed to the school funds in money by the individuals. Again, the schools have been thus stimulated to expend in laboratory equipment and libraries \$12,411.

The tuition of the 1,174 outside pupils who are being given high-school advantages would amount to more than the total portion of the State aid fund which would have come from the common-school districts, thus giving to them without direct cost the advantages of 315 persons professionally prepared for teaching.

State aid has within one term strengthened the entire school system, placed standard high schools in many small communities, brought high-school advantages within the reach of nearly every pupil in the State, caused donations in money and property greater than the total amount of the State aid apportioned, the high-school enrollment has been increased one-third, a fixed standard has thus been established for the first time for the completion of the common-school course, and a decided advance has been made, through the normal departments in the aided high schools, in solving the problem of supplying trained teachers for rural schools.

Statistically expressed, these figures are as follows:

Number of schools giving normal training.....	11
Number four-year schools.....	19
Number three-year schools.....	26
Number two-year schools.....	38
Total number schools.....	94
Total enrollment.....	6,325
Number pupils enrolled from outside districts.....	1,174
Number normal-training students.....	315
Amount expended for laboratory equipment (44 schools).....	\$10,010
Amount expended for library equipment (52 schools).....	\$2,401
Value of property donated to districts.....	\$30,500
Amount donated for maintenance, etc.....	\$24,070
Total amount expended to meet requirements.....	\$66,981
Total enrollment in all high schools last year.....	6,482
Enrollment, 50 district high schools out of 62.....	2,480
Enrollment, State high schools	6,325
Estimated total enrollment.....	8,811
Estimated increase this year.....	2,329
Percentage of increase.....	35.9

The teachers' association has taken up the question of the articulation of the State high schools with the higher institutions, and at their annual meeting in December last recommended:

(a) That the high-school course should include a greater number of subjects than at present, but that the individual pupil should not be required to carry so many studies.

(b) That the quantitative requirement for graduation should be 15 units instead of 16.

(c) That every high-school course should include 3 units in English, 1 unit of social science, including history, and 1 of natural science.

(d) That every high-school course should include two majors of those [three?] units each, one of which should be English, and at least two minors of 2 units each.

(e) The requirement in mathematics and foreign language should not exceed 2 units in mathematics and 2 units of language other than English.

(f) Of the total of 15 units, not less than 11 should consist of English, foreign language, mathematics, social science, including history, natural science, or other work conducted by recitations and home study.

(g) The other 4 units should be left for additional academic work or for work in mechanical arts, household science, commercial work, or such other work as the needs of the student seem to require.

(h) That colleges be urged to adopt these standards for admission of secondary students to college.

(i) The practice of admitting students to college loaded with conditions which they are required to work off while carrying a college course is not approved.

The teachers, recognizing further the principle that the educational efficiency of the State is measured by the average efficiency of the whole teaching force, are doing everything possible to advance and develop the normal and educational training schools, and by analogy applying the same reasoning to the general affairs of life, declare that:

Without in any way desiring to weaken the old courses of study which have for their purpose the giving of culture to the individual, this association indorses the movement to make both the elementary and high-school courses in our schools more democratic by the introduction of agriculture, manual training, home economics, training in commercial transactions, and the establishment of pupils' savings banks and teaching of current history, in order to prepare pupils to meet existing commercial and industrial conditions and correlate the school with life.¹

¹ Proceedings, Arkansas Teachers' Association, 1911, pp. 27-28.

CHAPTER VIII.

THE ORGANIZATION OF CITY SCHOOL SYSTEMS.

It is a commonplace of history that the cities during the middle ages, just as they had been in the time of the ancient world, were the centers from which came progress and liberty. While the country districts were besotted with ignorance and were almost helpless to improve themselves, the cities in both the ancient and medieval world were growing rich through trade and commerce. As they grew stronger, became more acquainted, worked out a better organization through their guilds and felt the power that comes from union, they began to make more and greater demands on their overlord. He, seeing their growing wealth and conscious power, was generally ready to compound the service he demanded for money and instead of annual payments was sometimes willing to accept a lump payment and give a promise under oath to lighten their particular burdens in the future. Oftentimes the overlord forgot to keep his promises; frequently he would fulfill them only under the pressure of armed force; but taking one generation with another there was a general leveling up, and, the cities leading, there was progress toward intelligence and liberty.

It was so in the development of public schools in Arkansas. The earliest progress was made in the cities; from these centers of school industry it is permeating the State.

The first city school systems in Arkansas were organized under the act of February 4, 1869. This act provided that any incorporated city or town, and the territory annexed for school purposes, might be organized as a single school district by calling a special election and choosing 6 directors. The duties of these directors were defined. They were to decide the number of primary and higher schools needed; fix the salary of teachers and the number of months the schools were to be taught, which was to be "not less than 3 nor more than 10 months;" estimate the amount of all other expenses and, after deducting what was due the district from the State apportionment and from invested funds, levy a tax to cover the remainder. Mindful of the disordered state of finances at that time, the law wisely provided that "cash or United States currency only" should be received in payment of this school tax. The law was even retroactive to the extent of providing that all districts organizing prior to March 1, 1869, might collect this tax for the school year 1868-69.

Provision was also made for consolidation when the majority of voters of any contiguous territory and the board of directors of the single district should so petition. Like other schools, the single district school was under the general direction of the State and circuit superintendents, and this excellent law, with slight modifications, is the basis of the city school systems of the present time.

LITTLE ROCK SCHOOLS.

The law was passed February 4, 1869; the first system to be organized was that of Little Rock, whose school board was organized on February 17, 1869. Twenty teachers were elected in July, assigned to 10 different buildings, and the schools were opened September 27, 1869.

Says Supt. Rightsell, in the survey given in his report for 1886-87, pages 10-11:

Your honorable president [Frederick Kramer], who has held this same important position on your board since December 25, 1869, and who was also a member of the first board, can doubtless call to mind the poor accommodations that could at that time be secured for the children of the district. The demand was so great and the supply of suitable places of necessity so scanty that the board was compelled to accept almost any kind of a building. Halls, old dwellings, and vacant rooms over business houses were rented and made as comfortable and convenient as it was possible to make them. It was no little task for the members of the board to provide even these meager school accommodations for the number of children who were asking for admission.

It was thus the schools began. The first printed report is that for the year 1871-72. J. R. Rightsell was superintendent. The school census was 4,959; the number of school sittings, 1,316; the enrollment, 1,650; the whole number of teachers employed was 23, and the average number of pupils per teacher was 56.3. The pressure for more space was met so far as possible by constructing cheap additions to the old buildings. But although seriously handicapped the schools moved on with a fair degree of success, the school warrants being worth as much as 85 cents on the dollar; but January 19, 1874, the State supreme court rendered a decision making State scrip receivable for the special school tax. This decision at one stroke reduced the school revenues to one-third of their former value. Since the school board could no longer maintain the schools for the usual time, the \$2,000 which they had received annually from the Peabody fund was temporarily withdrawn; but the board was required to keep the schools open for three months or lose their share of the State apportionment. To pile Ossa on Pelion, while the board was looking these difficulties in the face they lost the first ward building, the finest school building in the State, by fire. It was new and had cost \$22,000; and the \$5,000 insurance carried proved worthless.

The head of the school board was Frederick Kramer, who had served in that position since Christmas, 1869. The story of the next 12 months is an heroic record. The superintendent was dispensed with, salaries were cut, expenses were curtailed, warrants were sold for $33\frac{1}{3}$ cents on the dollar, and the schools were kept open the minimum time required. The same course was pursued in 1875-76, a member of the board giving a part of his time to supervision without pay. By the strictest economy the financial storm was weathered and with the returning stability in political affairs which followed the adoption of the constitution of 1874, and with growing prosperity the warrants of the board and State scrip rose nearer par, the debts were paid, lost ground was recovered, and by 1876-77 the schools were again prepared to move forward. They were now open 9 months, the salaries of teachers were being gradually raised, and the Peabody fund renewed its contribution. The expenses for 1876-77 were \$12,067.65 for all purposes.

The schools of Little Rock have been singularly blessed in the continuity of their management. For the first few years they were under the direction of J. R. Rightsell as superintendent. Then came J. M. Fish, who served 1876-1882, and then Mr. Rightsell again took charge and served continuously until July 1, 1905, when he was succeeded by Prof. B. W. Torreyson. It was thus possible to organize the schools in accord with certain well-defined ideas and to follow these lines to their logical conclusion.

From the small beginnings of 1869 and the early seventies we find the schools developing, in 1890-91 to an enrollment of 4,255 pupils in a school population of 8,737; the sittings had increased to 3,564; there were 60 teachers who received salaries aggregating \$34,462.28; the total school expenditure for the year, including payments for real estate, was \$64,771.24; and the school property was valued at \$258,000. The character of the school buildings was steadily improving. In 1893-94 the total seating capacity had increased to 4,725, while school property was worth \$321,650. At this time the course of study was revised, extended, and made to fit the new conditions.

In 1896-97 the census was 9,517; the enrollment 5,063; there were 78 teachers, who were paid \$47,997.33. The total cost per pupil on the basis of attendance was \$15.63 and on enrollment \$11.60. The school property had increased in value to \$314,756.53. The number of sittings at the command of the school board was now more than equal to the space demanded by pupils in attendance, for within the last 11 years there had been 6 brick buildings erected, with many modern improvements and giving 52 new rooms in all.

The last annual report seen is that for 1905-6. The school enrollment was 5,872. There were 9 buildings for whites, with 64 rooms

for the grades, and 4 for negroes, with 23 rooms for the grades. The high schools had now been more clearly differentiated from the grade schools. Normal training, sewing, and cooking had been introduced. The required high-school work, covering four years, is divided into classical, modern languages, arts, engineering, science, and normal training courses. The receipts for the year from all sources were \$216,027.53; the disbursements \$222,842.42, including \$64,742.80 for teachers and \$62,549.51 for new buildings, but as the receipts included two loans aggregating \$105,952.80, we may assume the normal income to be about \$110,000.

FORT SMITH SCHOOLS.

The city of Fort Smith has been particularly fortunate in the matter of its public schools. Under act of Congress of May 13, 1884, it received a gift of the Government reservation there which was to be held in trust for the benefit of the public schools. The reservation contained about 280 acres; it was surveyed and plotted and a part sold at public auction. The funds have been restricted to the purchase of school sites and the erection and maintenance of school buildings. Between 1884 and 1894 there had been received the sum of \$333,662.25. In 1908 the schools owned buildings and sites worth about \$350,000; real estate mortgages, \$75,000, and 250 school lots worth about \$200,000. The disposition and care of these funds is safeguarded by the Federal law under which they were donated to the city, but that law undertakes no administration of the schools, which were left entirely under local control. The schools date from a time not long subsequent to the Civil War. They were first under the administration of Miss Emma Wheatley, by whom they were thoroughly graded; then came N. P. Gates as superintendent, and then J. L. Holloway. In 1888-89 they made use of 5 buildings in all, including the high school; the enumeration was 2,727; the enrollment, 1,975, with 2,060 sittings; there were 28 teachers, drawing more than \$17,000 in salaries, with school property worth \$600,000. In 1889-90 the city found it necessary to levy only a 2-mill local tax. In 1890-91 they report more than \$226,000 loaned at 8 per cent, with an income of more than \$18,000 from invested funds, and it was estimated that the income on a 3-mill tax would give them 6 additional teachers. There was still some opposition to the high school on the ground that this was not intended by the law, but this opposition seems not to have been serious. The directors triumphantly point out that during the administration of Supt. Holloway, who was then in office, the schools had grown from 26 teachers to 48 teachers, and from 1,500 to over 2,100 pupils. By 1897 a fine new high-school building had been erected. While the census was then 3,969, the enrollment had reached 2,350; there were now 8

school buildings instead of 5; the salaries aggregated \$33,519, and the total disbursements \$39,243.

Prof. B. W. Torreyson was superintendent from 1902 to 1905. In this time another large ward school of modern type was erected for white children. The number of children enrolled and the number of teachers employed was largely increased. A populous suburb with its school was added to the city system.

In 1910-11 J. W. Kuykendall was superintendent; 10 school buildings were occupied and 104 teachers were employed.

HOT SPRINGS SCHOOLS.

The Hot Springs special school district was created and organized in 1881. During the first six years the schools were without a superintendent except for a single year, but from a badly graded and poorly organized system they had developed by 1887 to a prosperous and efficient condition. They owned property worth \$18,500. Five buildings were used, including the high-school, with 18 teachers; the enrollment was 1,136 and the average attendance 809; \$10,530 was paid in salaries and of the 5-mill tax, 3 mills went to salaries and 2 mills to the building fund. In 1891-92 the superintendent was George B. Cook, now State superintendent. A new central building, erected at a cost of \$15,000, was both handsome and comfortable; the school property was worth \$41,800. In 1893 the schools received a diploma for their exhibit at the World's Fair. In 1906-7 Mr. Cook, who was still superintendent, reported 7 school buildings in use, with 54 teachers. In 1905-6 the school census was 5,398 and the enrollment 2,354. This was 972 less than the previous year, for a disastrous fire in February, 1905, had deprived them of 14 school-rooms and reduced their sittings from 2,531 to 1,823. The school term was 9 months in length.

Extensive public school systems have been organized in other cities and their administration is bringing power to the communities in which they are. The Eureka schools were organized in 1880. Those of Helena go back to 1867. Pine Bluff's go back to 1882 or earlier. In 1896-97 their total expense was \$23,655.27, of which \$14,753.61 went for salaries. There was an enrollment of 1,893 out of 3,495; the school property was worth \$56,000. Van Buren, Fayetteville, and other towns have flourishing systems, and as the advantages of their peculiar organization become more apparent the smaller towns and the rural districts follow suit by organizing themselves into special school districts.¹

¹ See a list of the older town and city systems given in Shinn's History of Education in Arkansas, pp. 58-61.

CHAPTER IX.

THE ORIGIN AND HISTORY OF THE PERMANENT SCHOOL FUND.

The permanent school fund of Arkansas, of which the principal is now something over \$1,135,000, invested in Arkansas 3 per cent 30-year funding bonds due in 1929, has had an extended and varied history. It seems desirable to give a brief summary of the fortunes of these funds as illustrative both of the folly and wisdom of the people—folly when we consider how largely the resources of the earlier days were squandered; wisdom when we think of the generous devotion with which the present generation has sought to correct the mistakes and repair the losses of earlier days.

The present permanent school fund is made up of (1) the sixteenth-section fund, (2) the seminary fund, (3) the saline fund, and (4) the permanent school fund in the narrower sense, which in recent years has absorbed the earlier funds and given its name to the whole.

THE SIXTEENTH SECTION FUND.

The oldest of these funds is the sixteenth-section fund, which is even older than the State itself, for it dates from the Ordinance of 1787 and came into Arkansas with the organization of the Territory, March 2, 1819. In Chapter III it has been shown how a large part of these sixteenth-section lands were lost, directly or indirectly, to the school funds; how the land, under the Federal law, was the property of the separate townships and not of the State as a whole; how the townships sold much of their land and took notes in payment, on which, for one cause or another, for reason or without reason, by chicanery, fraud, misfortune, or otherwise, little or nothing was realized; how in the days immediately preceding the Civil War some of the counties had no school funds, while at least 27 had school funds, some being of respectable size. These funds were left in the counties or in the townships and were invested locally and as separate units in each county. Later they were held by the State and invested as a whole, each county being credited with the income in proportion to its share of the principal. Much of these funds was swept away by the Civil War, and by the act of March 1, 1867, the interest January 1, 1862, to January 1, 1866, due to the school funds was remitted to the debtors.

As has been seen, the law of March 21, 1862, had forbidden the further sale of sixteenth-section lands. Little or nothing seems to have been done in the premises till the act of March 22, 1881, which provided that on petition of a majority of the male inhabitants of a township the school lands might be offered for sale. The collector was to have the lands appraised at a fair valuation, advertise and sell by subdivisions at not less than three-fourths of its appraised value, for one-fourth cash and one, two, and three years' time, with the land as its own security. The county treasurer was to loan the township funds and give the township the proper credit.

This law does not seem to have given satisfaction or the public conscience was being quickened, for the general assembly of 1885 appointed a committee "to examine the books of the commissioner of lands * * * to ascertain what has become of the funds arising from the sixteenth-section school lands." The substance of their report to the assembly is given herewith. After reviewing the effects of the act of March 22, 1881, to provide for the sale of sixteenth-section lands, they show that in accord with the terms of that act the "books, maps, surveys, papers, and evidence of debt pertaining to the sixteenth section in the several counties" had been turned over to the county clerks of the several counties and put into the hands of prosecuting attorneys for collection. The committee say:

The record * * * shows that these notes and claims were turned over to the several prosecuting attorneys in 1875, nearly 10 years ago, and further shows that only one of them * * * has ever made any collections on any of these notes or claims so placed in their hands in 1875, which to your committee is a good and sufficient reason why some other measure should be adopted looking to the collection of these claims. * * *

Suits were instituted on a large number of these claims in the Pulaski chancery court, and many of them disposed of. * * *

From the foregoing it will be seen that according to the record of school claims referred for collection in the office of the commissioner of State lands there are claims and notes due the school fund arising from the sale of the sixteenth section as follows:

In the hands of prosecuting attorneys	\$221,621.06
In commissioner's office	51,769.09
Referred to attorney general for collection	121,240.56
Referred for collection, but of which no mention is made of disposition	153,473.91
Amounting in the aggregate to	548,104.62

These notes and claims bear dates all along from 1846 to 1862, and judging from those that we examined, now in the office of the commissioner of State lands, we think it safe to say that the major part of these obligations are for the loans of the funds arising from the sales of the sixteenth sections, and not for the purchase of said lands. If, as we believe, this be true, the statute of limitation can be pleaded and bar the collection of an amount of money due the school fund that is truly appalling in its magnitude.¹

¹ Superintendent's report for 1895-96, pp. 331-333, quoted from House Jour., 1885, pp. 897 et seq.

A bill was thereupon introduced which became the law of 1885, providing that the majority of the inhabitants of any congressional township might petition for the sale of their sixteenth-section lands. The collector was then to divide this land into 40-acre tracts, appraise, advertise, and sell at not less than three-fourths of appraised valuation and at not less than \$1.25 per acre at public auction *for cash*. The funds received were to be paid into the State treasury and invested in United States or Arkansas bonds, the interest to be placed to the credit of the respective counties and by them to the townships owning the sections in accordance with the congressional act of donation.

The successive balances as reported by the auditor and treasurer were:

Sixteenth section fund:

Balance on hand October 1, 1886.....	¹ \$71,552.05
Balance on hand October 1, 1888.....	² 194,035.01
Balance on hand October 1, 1890.....	³ 285,963.56
Balance on hand October 1, 1892.....	⁴ 359,202.41
Balance on hand October 1, 1894.....	⁵ 410,581.71
Balance on hand October 1, 1896.....	⁶ 460,492.00

By resolution of March 26, 1895, the State asked Congress so to modify the original terms of acceptance of the sixteenth section grant that the interest, instead of being distributed to the townships owning the lands, might be distributed according to school population. This modification was granted by chapter 54, 55th Cong., 2d sess. (Mar. 8, 1898), and in accord with this Federal law under a State act of May 8, 1899, the State auditor transferred the whole to the permanent school fund and so closed the sixteenth section fund. The amount thus transferred was \$649,700, made up as follows:

Balance on hand Oct. 1, 1898:

Cash.....	\$28,157.98
Six per cent funding bonds.....	113,000.00
Six per cent funding bonds coupons.....	140,328.51
•Six per cent Loughborough bonds.....	225,000.00

————— \$506,486.49

¹ No balance was brought over under this heading from 1884. The "sixteenth section fund" heading does not appear there. Such of the sixteenth section funds as survived from an earlier period are carried under other heads.

² This includes \$136,000 in 6 per cent 30-year Loughborough bonds, issue of 1875, received in exchange for 6 per cent funding bonds and coupons in part and \$25,000 in 6 per cent funding bonds. This exchange was made under an act of 1887, chap. 146, which authorized the exchange of common-school funds for State bonds, on which the State was to pay interest from the day of sale. Some were bought at a large discount.

³ This includes \$225,000 in Loughborough bonds, issue of 1875.

⁴ This includes \$225,000 in Loughborough bonds, issue of 1875, and \$33,000 in 6 per cent funding bonds.

⁵ This includes \$225,000 in Loughborough bonds, issue of 1875, and \$82,000 in 6 per cent funding bonds.

⁶ This includes \$225,000 in Loughborough bonds, issue of 1875; the interest was due on \$136,000 from July 1, 1887, and on \$89,000 from Jan. 1, 1889. The interest on the \$82,000 of 6 per cent funding bonds (\$48,000, series of 1869; \$34,000, series of 1870) was due from July 1, 1872.

Balance on hand Jan. 18, 1899:	
Cash.....	\$30,235.74
Six per cent funding bonds.....	115,000.00
Six per cent funding bonds coupons due.....	106,350.00
Loughborough bonds.....	225,000.00
	—————
	\$476,585.74
Received Jan. 19-Oct. 1, 1899:	
Cash.....	7,641.86
Six per cent funding bonds.....	4,000.00
Six per cent funding bonds coupons due.....	45,360.00
Loughborough bonds coupons due.....	153,990.00
	—————
	210,991.86
Balance on hand Jan. 18, 1899.....	476,585.74
Received Jan. 19-Oct. 1, 1899.....	210,991.86
	—————
	687,577.60
Miscellaneous expenditures:	
Jan. 19-Oct. 1, 1899, as per treasurer's report.....	14,400.43
	—————
	673,177.17
Cash invested in three-per cent 30-year funding bonds in accord with section 6 of the funding act of May 8, 1899.....	23,477.17
	—————
Turned over to the permanent school fund on Oct. 1, 1899, in accord with the act of May 8, 1899, and sixteenth section fund closed ¹	649,700.00
	—————
649,700.00	649,700.00
Since the date of transfer, all the funds arising from the sale of sixteenth-section lands have been paid into the treasury as a part of "the 'common-school fund' arising from the present 2-mill State levy and subject to the same distribution among the school districts of the State." ²	
The sums thus paid into the common-school fund and distributed annually to the schools as part of that fund since May 8, 1899, as seen from the auditor's report were as follows:	
Year ending Oct. 1, 1900.....	\$97,236.70
Year ending Oct. 1, 1902.....	149,800.34
Year ending Oct. 1, 1904.....	130,058.81
Year ending Oct. 1, 1906.....	101,814.30
Year ending Oct. 1, 1908.....	93,639.68
Year ending Oct. 1, 1910.....	95,646.05
Year ending Oct. 1, 1912.....	36,273.88

Acres of sixteenth-section lands sold to Oct. 6, 1904, about 63,793.57

It would seem that the act of the legislature of 1899 in distributing for immediate use all funds arising from the sale of sixteenth-section lands, while in accord with the recent act of Congress, is contrary to the original idea on which these lands were granted to the States.

¹ See Treasurer's Report, 1899-1900, pp. 30-34. The item of \$23,477.17 cash, invested in funding bonds as above was made into a special sinking fund to redeem the valid scrip and treasurer's certificates then outstanding. The funding bonds received in exchange were to become a part of the permanent school fund. See chap. 148, sec. 6, laws of 1899.

² Laws of 1899, p. 293-95.

That idea looked to them as the beginning of a permanent school fund, of which only the income was to be used. Indeed, this principle is still recognized by the State, for the Digest of School Laws, published in 1910, thus defines the permanent school fund, which is called officially the common-school fund, as consisting of—

the proceeds of all lands that have been, or hereafter may be, granted by the United States to this State, and not otherwise appropriated by the United States or this State; also all moneys, stocks, bonds, lands, and other property now belonging to any fund for purposes of education; also the net proceeds of all sales of lands and other property and effects that may accrue to this State by escheat, or from sales of estrays, or from unclaimed dividends, or distributive shares of the estates of deceased persons; also any proceeds of the sale of public lands which may have been, or may be hereafter, paid over to the State (Congress consenting); also ten per cent of the net proceeds of the sales of all State land, and it shall be the duty of the State treasurer to set aside this ten per cent to the credit of the *common school fund* when he receives the proceeds of this sale from the State land commissioner; also all the grants, gifts, or devises that have been or hereafter may be made to this State, and not otherwise appropriated by the tenure of the grant, gift, or devise, *shall be securely invested and sacredly preserved as a public-school fund* that shall be designated as the common-school fund of the State and which shall be the common property of the State, except the proceeds arising from the sale or lease of the sixteenth section * * *.

The principal arising from the sale of the sixteenth section of land shall never be apportioned or used.¹

THE SEMINARY FUND.

The next oldest of these funds is the seminary fund, which dates from March 2, 1827, when two townships were given to the Territory by Congress "for the support and use of an university." The Territorial governor was given power to sell some of these lands and apply the proceeds to the buildings of the proposed university, but nothing seems to have been done. In 1836 the assembly was given by Congress entire control over the seminary lands. Some of the lands were sold and the proceeds made a part of the capital of the Bank of the State of Arkansas as a privileged fund, not responsible for its debts but to be credited with its earnings. The sums thus received and invested according to the auditor's reports were as follows:

Balance on hand Nov. 1, 1837:	
Cash ²	\$96. 30
Notes.....	2, 028. 23
Balance on hand Oct. 1, 1840:	
Cash ²	1, 215. 92
Notes.....	1, 802. 73
Balance on hand Oct. 1, 1842:	
Cash ²	2, 188. 41
Notes.....	29, 269. 53

¹ Sections 7486 and 7488 of Kirby's Digest, reprinted as a part of the Digest of School Laws, 1910.

² See note 1, p. 98.

Balance on hand Oct. 1, 1844:	
In State Bank ¹	\$2,188.41
Notes.....	29,269.53
Balance on hand Oct. 1, 1846:	
In State Bank ¹	2,188.41
Notes.....	39,384.23

In 1846 Congress at the request of the assembly gave its consent to the application of the seminary fund to the use of the common schools. A fund was again accumulating, but such parts of this fund as were loaned on notes with personal security were often lost, and much land was lost by the failure of buyers and their securities. Desiring to change the plan of investment the assembly, by act of January 5, 1849, provided for semiannual distributions to the counties on the basis of the school census. The funds thus distributed were to be invested by the respective counties and to remain a perpetual fund.

The receipt and distribution of moneys of the seminary fund under the law of 1849 was as follows (see auditor's and treasurer's reports):

Balance on hand Oct. 1, 1848:	
Specie ²	\$5,392.47
Notes.....	40,624.54
Received during two years, Oct. 1, 1848, to Oct. 1, 1850, in specie.....	16,550.72
Distributed (i. e., apportioned) during this period as follows:	
June 30, 1849.....	\$12,418.76
Dec. 31, 1849.....	2,866.36
June 30, 1850.....	5,707.26
Total distributed (i. e., apportioned).....	20,992.38
Paid over to the counties.....	7,592.09
Balance on hand Oct. 1, 1850.....	13,400.29
Apportioned:	
Jan. 1, 1851.....	\$3,036.21
July 1, 1851.....	4,575.06
Jan. 1, 1852.....	3,001.00
July 1, 1852.....	2,164.36
Total amount apportioned, including balance on hand Oct. 1, 1850.....	12,776.63
Amount paid over to the counties.....	17,105.84
Balance on hand Oct. 1, 1852.....	9,071.08
Apportioned:	
Jan. 1, 1853.....	\$1,289.07
July 1, 1853.....	3,825.86
Jan. 1, 1854.....	4,132.46
July 1, 1854.....	2,213.60
Total amount apportioned, including balance on hand Oct. 1, 1852.....	11,460.99

¹ These are the sums which were reported under these dates as a part of the capital of the Bank of the State of Arkansas; the last being the results of additions and the 10 per cent dividend declared by the bank seems to represent the total amount lost by the seminary fund in the collapse of the bank. After 1846 it ceased to be carried as an asset of the fund.

² Senate Journal, 1848, p. 250, makes this item \$6,583.94.

Amount apportioned for two years ending Sept. 30, 1854, includ-	
ing the balance on hand Oct. 1, 1852.....	\$20,532.07
Of the above there was paid over to the counties.....	13,578.15

Balance on hand Oct. 1, 1854.....	6,953.92
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Apportioned:

Jan. 1, 1855.....	\$1,847.56
July 1, 1855.....	1,010.99
Jan. 1, 1856.....	1,817.34
July 1, 1856.....	1,298.30
	5,974.19

Amount apportioned for two years ending Sept. 30, 1856, includ-	
ing the balance on hand Oct. 1, 1854.....	12,928.11
Amount paid over to the counties.....	9,948.82

Balance on hand Oct. 1, 1856.....	2,979.29
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Apportioned:

Jan. 1, 1857.....	
July 1, 1857.....	
Jan. 1, 1858.....	
July 1, 1858.....	28,116.68

Amount apportioned for two years ending Sept. 30, 1858, includ-	
ing the balance on hand Oct. 1, 1856.....	31,095.97
Amount paid over to the counties.....	29,260.31

Balance on hand Oct. 1, 1858.....	1,835.66
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Apportioned:

Jan. 1, 1859.....	\$4,089.84
July 1, 1859.....	3,299.25
Jan. 1, 1860.....	3,294.00
July 1, 1860.....	2,365.40
	13,048.49

Amount apportioned for two years ending Sept. 30, 1860, includ-	
ing the balance on hand Oct. 1, 1858.....	14,884.15
Amount paid over to the counties.....	11,749.34

Balance on hand Oct. 1, 1860.....	3,134.81
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The total amount of seminary funds distributed to the counties may be represented by the following table:

Seminary funds distributed to the counties.¹

Totals up to—	Apportioned, excluding balances.	Paid over to the counties.	Not drawn by county to which apportioned, up to date.
Oct. 1, 1850.....	\$20,992.38	\$7,592.09	\$13,400.29
Oct. 1, 1852.....	33,769.01	24,697.93	9,071.08
Oct. 1, 1854.....	45,230.00	38,276.08	6,953.92
Oct. 1, 1856.....	51,204.19	48,224.90	2,979.29
Oct. 1, 1858.....	79,320.87	77,485.21	1,835.66
Oct. 1, 1860.....	92,369.36	89,234.55	3,134.81

¹ For these figures see the reports of the State auditor and State treasurer, 1850-1860.

The auditor reported in 1866 that the principal of notes due for seminary lands in 1861 was about \$35,000. By act of March 1, 1867, interest on these notes was remitted between January 1, 1862, and January 1, 1866. It is probable that the greater part of these notes, together with the greater part of the sums distributed to the counties and invested by them locally, were lost as a result of the war.

The act of March 21, 1862, forbade the further sale of school lands till after the war was over. The last distribution of the seminary and saline funds was made January 1, 1861. The State auditor in his report for 1864-1866 says:

After that date whatever of cash, Confederate money, war bonds, etc., that came into the treasury was withheld from distribution, and most of it was appropriated for general expenditures.

The amount and character of the funds thus received and used by the State belonging to the seminary and saline funds are shown in the appendix to the auditor's report for 1864-1866 (p. 21 et seq.).

The auditor states also (p. 10) that there was "distributed" from this fund during the two years ending September 30, 1862, the sum of \$5,040.82; that \$1,943 went from the fund to the institution for the blind; that \$4,677.95 in specie was transferred to the ordinary revenue account, of which \$2,679.23 in specie was transferred during the quarter ending December 31, 1864. There had also been transferred during the quarter ending September 30, 1864: War bonds \$504.32; treasury warrants, \$79.82; Confederate money, \$1,998.72

In the same report (p. 31) the auditor discusses these transfers and says:

A question arises if the State should be considered as indebted to the swamp-land, internal-improvement, seminary, and saline funds for the amounts, or for what portion of them, which since the 6th of May, 1861, have been transferred from those funds and used for State purposes.

It does not appear that these sums were ever replaced.

Balance on hand Oct. 1, 1866.....	Nothing.
Balance on hand July 3, 1868.....	Nothing.
Balance on hand Oct. 1, 1870:	
State scrip.....	\$464.30
United States currency.....	36.61
	500.91
Balance on hand Oct. 1, 1872:	
State scrip.....	\$1,962.26
United States currency.....	36.61
	1,998.87

Balance on hand Oct. 1, 1874:	
State scrip.....	\$704. 40
United States currency.....	¹ 36. 61
	741. 01
Balance on hand Oct. 1, 1876.....	982. 64
Balance on hand Oct. 1, 1878.....	² 1, 548. 84
Balance on hand Oct. 1, 1880.....	³ Nothing.

This fund disappears after 1880 from the auditor's reports, being transferred to the permanent school fund, which also included the sixteenth section fund till that was reestablished by law of March 31, 1885. The last of the seminary lands were sold in 1905-6.

SALINE FUND.

This fund was created out of the sales of saline lands granted to the State by the United States for educational purposes.

The number of acres thus granted was 46,080, of which 41,879.51 had been located up to 1858.⁴

They were sold on the same terms as the seminary lands and the receipts as reported by the auditor are about as follows:

Balance on hand—	
Nov. 1, 1837.....	\$127. 50
Nov. 1, 1838.....	127. 50
Oct. 1, 1840.....	135. 50
Oct. 1, 1842.....	151. 27
Oct. 1, 1842, notes.....	⁵ 475. 00
Oct. 1, 1844.....	151. 27
Oct. 1, 1846.....	151. 27

The cash principal of this fund, like the seminary fund, was made a part of the capital of the Bank of the State of Arkansas and was also lost.

By law of January 12, 1853, it was provided that the accruing principal of the saline fund should be distributed to the counties in accord with the school census, just as was done in the case of the seminary lands under the law of 1847.

The distribution was as follows:

Balance on hand Oct. 1, 1854.....	\$1, 068. 97
Apportioned—	
July 1, 1855.....	\$2, 764. 25
Jan. 1, 1856.....	429. 64
July 1, 1856.....	649. 15
	3, 843. 04

¹ The \$36.61 in United States currency was transferred to general revenue account.

² There was burned under act of May 28, 1874, scrip belonging to the seminary fund to the sum of \$5,780.68.

³ There was burned, by error, under act of May 28, 1874, in second quarter, 1879, \$1,548.84 in scrip.

⁴ House Jour., 1858, p. 266.

⁵ These notes were given in 1832.

Amount apportioned for two years ending Sept. 30, 1856, including balance on hand Oct. 1, 1854.....	\$3,843.04
Amount actually paid over to the counties.....	1,727.17
Balance on hand Oct. 1, 1856.....	2,115.87
Apportioned—	
Jan. 1, 1857.....	
July 1, 1857.....	
Jan. 1, 1858.....	
July 1, 1858.....	3,864.75
Amount apportioned for two years ending Sept. 30, 1858, including balance on hand Oct. 1, 1856.....	5,980.62
Amount actually paid over to the counties.....	5,717.75
Balance on hand Oct. 1, 1858.....	262.87
Apportioned—	
Jan. 1, 1859.....	\$3,687.28
July 1, 1859.....	1,214.02
Jan. 1, 1860.....	2,073.91
July 1, 1860.....	1,802.89
Amount apportioned for two years ending Sept. 30, 1860, including balance on hand Oct. 1, 1858.....	8,778.10
Amount paid over to the counties.....	9,040.97
Balance on hand Oct. 1, 1860.....	7,167.58
Distributed (apportioned) during two years ending Sept. 30, 1862.....	1,873.39
	2,159.29

The above sums may be represented as follows:

Saline fund distributed to the counties.¹

Totals up to —	Apportioned, excluding balances.	Total paid out to the counties.	Not drawn by the county to which ap- portioned up to date.
Jan. 12, 1853, ² to Oct. 1, 1854.....			\$1,068.97
Oct. 1, 1856.....	\$3,843.04	\$1,727.17	2,115.87
Oct. 1, 1858.....	7,707.79	7,444.92	262.87
Oct. 1, 1860.....	16,485.89	14,612.50	1,873.39

¹ For these figures see the reports of the State auditor and State treasurer, 1854-1860.

² Date of act authorizing sale.

The auditor in his report for 1864-1866 states that after May 6, 1861, only about 500 acres of the internal improvement and saline lands had been sold, and these mainly to complete contracts already entered on. There was then due, he reports, as principal of notes given in payment for saline lands, about \$10,000, on which the interest was remitted between January 1, 1862, and January 1, 1866, by act of March 1, 1867.

There is every reason to believe that practically all of these notes and all of the saline funds invested by the various counties on their own account before the Civil War went down in the general ruin.

Of the saline fund which came into the treasury during that period the auditor reports¹ that for the two years ending September 30, 1862, there was "distributed" \$2,159.29 and that there was paid to the institution for the blind out of the same fund, \$1,864.50.

He reports further that the total amounts transferred from saline fund during the war to general revenue fund was—for quarter ending December 31, 1864, specie, \$545.51; quarter ending September 30, 1864, war bonds, \$6, treasury warrants, \$4,080.71, Confederate money, \$0.91. None of this fund seems to have been replaced.

Balance on hand—

Oct. 1, 1866.....	Nothing.
Apr. 25, 1867.....	\$46.14
July 3, 1868.....	46.14
Oct. 1, 1870.....	46.14
Oct. 1, 1872.....	1,532.95
Oct. 1, 1874.....	² 453.50
Oct. 1, 1876.....	³ 1,151.07
Oct. 1, 1878.....	1,865.21
Oct. 1, 1880.....	⁴ 26.43
Oct. 1, 1882.....	Nothing.

In the report for 1884 and in subsequent reports the saline fund is included as a part of the permanent school fund.

PERMANENT SCHOOL FUND.

This fund, under the name of Public School Fund (later Common School Fund), was recognized in the Reconstruction Constitution of 1868,⁵ which provided that the proceeds of all lands granted to the State by the United States not otherwise appropriated, all moneys, stocks, bonds, lands, and other property then belonging to any fund for education; the net proceeds from escheats, estrays, unclaimed dividends, or distributive shares of estates of deceased persons, fines, penalties, forfeitures, proceeds of the sales of public lands, grants,

¹ Report 1864-1866, app., p. 10.

² There was burned this year under act of May 28, 1874, \$5,542.28 in State scrip belonging to this fund.

³ The sum of \$104.30 in United States currency was transferred to general-revenue account.

⁴ By error, \$1,955.37 in State scrip was burned under act of May 28, 1874.

⁵ As early as 1842 we have record in the auditor's books of a "Common School Fund," which was derived from the sale of forfeited lands after deducting State and county taxes and costs of sale in accord with sec. 135 of the revenue law then in force.—Ball & Roane's Revised Statutes, 1837.

Balance on hand—

Oct. 1, 1842.....	\$1,394.12
Oct. 1, 1844 (specie).....	1,515.84
Oct. 1, 1844 (bank paper).....	124.00

The second of these items is reported as making a part of the capital of the Bank of the State of Arkansas. It was withdrawn from the bank in specie and was expended in 1845 for textbooks (see Auditor's Report, 1846 and ante).

The third item (\$124) was carried on the auditor's books for some years and was reported as being in Arkansas bank paper. It is probably the same as the item of \$124 reported as transferred from the common-school fund during quarter ending Dec. 31, 1864, to the general-revenue account.

gifts, and devises not otherwise appropriated, etc., should be "securely invested and sacredly preserved as a public school fund."

By the terms of this organic act the public school fund included all that was left after the wreck of war of the sixteenth section fund, the seminary fund, and the saline fund, but a separate account was maintained of the seminary fund, as we have already seen, down to 1880, and in 1885 the sixteenth section fund was again established on a separate basis, to be again absorbed in the permanent school fund under the law of 1899.

Balance of permanent school fund on hand October 1, 1870: Currency, \$22,201.37; State scrip, \$12,991.12; total, \$35,192.49.

It was ordered that this be invested in United States bonds, and in 1872 we find:

Balance on hand Oct. 1, 1872:

United States 5-20 bonds.....	\$24,186.25
State scrip.....	56,804.22
United States currency.....	14,510.84

Balance on hand Oct. 1, 1874:

United States 5 per cent 20-year bonds.....	38,404.04
State scrip.....	15,431.45
United States currency.....	7,496.06
<hr/>	

Balance on hand Oct. 1, 1876:

United States currency.....	281.29
State scrip.....	30,070.92
6 per cent State funding bonds.....	131,000.00
<hr/>	

Balance on hand—

Oct. 1, 1878.....	¹ 190,186.24
Oct. 1, 1880.....	² 155,004.75

Balance on hand October 1, 1882.....³ 163,152.28

Balance on hand October 1, 1884.....⁴ 170,346.91

Balance on hand October 1, 1886.....⁵ 175,382.35

Balance on hand October 1, 1888.....⁶ 266,368.38

Balance on hand October 1, 1890.....⁷ 274,201.82

Balance on hand October 1, 1892.....⁷ 278,465.46

Balance on hand October 1, 1894.....⁸ 285,423.91

¹ Includes \$141,000 in State bonds.

² Includes \$141,000 in State bonds. By error, in second quarter, 1879, \$50,237.23 in State scrip belonging to this fund was burned. Replaced later.

³ This includes \$159,000 in 6 per cent 30-year Loughborough (State) bonds.

⁴ This includes \$166,000 in Loughborough bonds.

⁵ In the second quarter, 1885, the \$170,000 in Loughborough bonds then owned by the permanent school fund had been redeemed in accord with the act of issue (Laws 1874-75, p. 72, sec. 9), a similar amount being transferred from the sinking fund. These bonds had paid 6 per cent regularly.

⁶ This includes \$259,000 in 30-year 6 per cent Loughborough bonds of 1875 which had been received in exchange for 6 per cent funding bonds and coupons and 5 per cent State bank bonds and interest. This batch had not paid interest since July 1, 1887, and no provision was made by the act of 1887 (chap. 146) for this interest.

⁷ This includes \$265,000 in 6 per cent 30-year Loughborough bonds of 1875.

⁸ This includes \$265,000 in Loughborough bonds and \$8,000 in 6 per cent funding bonds.

Balance on hand October 1, 1896.....	1 288, 549. 11
Balance on hand October 1, 1898.....	290, 555. 44
Made up as follows:	
Cash.....	\$1, 653. 95
6 per cent Loughborough bonds.....	265, 000. 00
6 per cent funding bonds.....	10, 000. 00
6 per cent funding bonds, interest.....	13, 901. 49
	290, 555. 44
Receipts, October 1, 1898, to January 19, 1899, as per treasurer's books.....	183. 71
	290, 739. 15
Expenditures, October 1, 1898, to January 19, 1899, as per treasurer's books.....	4, 121. 49
	286, 617. 66
Balance on hand January 19, 1899.....	
Made up as follows:	
Cash.....	\$1, 837. 66
6 per cent Loughborough bonds.....	265, 000. 00
6 per cent funding bonds.....	10, 000. 00
6 per cent funding bonds, interest.....	9, 780. 00
	286, 617. 66
Receipts, all sources, January 19 to October 1, 1899:	
Cash.....	1, 674. 39
6 per cent funding bonds, interest.....	150. 00
6 per cent funding bonds, interest.....	3, 120. 00
6 per cent Loughborough bonds, interest.....	190, 260. 00
	481, 822. 05
By transfer from the sixteenth section fund (q. v.), October 1, 1899, under act of May 8, 1899.....	649, 700. 00
	1, 131, 522. 05
3 per cent 30-year funding bonds, issue 1899, bought under act of May 8, 1899:	
Principal.....	1, 111, 500. 00
Coupons, not matured but carried as cash.....	1, 000, 350. 00
	3, 243, 372. 05
Total receipts, January 19 to October 1, 1899.....	3, 243, 372. 05
Total receipts, October 1, 1899, to October 1, 1900:	
Cash.....	6, 745. 03
3 per cent 30-year funding bonds, bought.....	2, 000. 00
3 per cent 30-year unmatured coupons.....	1, 740. 00
	3, 253, 857. 08
Total receipts, January 19, 1899, to October 1, 1900.....	3, 253, 857. 08
Total expenditures, January 19, 1899, to October 1, 1900, including all the 6 per cent Loughborough and 6 per cent funding bonds and their matured coupons, amounting to \$1,128,010, exchanged by State debt board under funding act of May 8, 1899, for new 3 per cent 30-year funding bonds, issue of 1899 (the old bonds being destroyed after redemption).....	1, 166, 402. 83

¹ This includes the same bonds as in 1894. The interest on the \$8,000 of funding bonds, issues of 1869 and 1870, was due from Jan. 1, 1872; of the Loughborough issue of 1875, interest was due on \$259,000 from July 1, 1887, and on \$6,000 from Jan. 1, 1889. Interest due on these bonds Oct. 1, 1896, was \$157,935.

Balance on hand October 1, 1900.....	\$2, 087, 454. 25
Made up as follows:	
Cash.....	\$5, 209. 25
3 per cent 30-year funding bonds.....	1, 113, 500. 00
	1, 118, 709. 25
3 per cent 30-year coupons, not yet due.....	1 968, 745. 00
	2, 087, 454. 25
Balance on hand October 1, 1902:	
Cash.....	8, 872. 85
3 per cent 30-year funding bonds.....	1, 118, 500. 00
	1, 127, 372. 85
Coupons not yet due.....	905, 985. 00
	2, 033, 357. 85
Balance on hand October 1, 1904:	
Cash.....	6, 861. 27
Funding bonds.....	1, 123, 500. 00
	1, 130, 361. 27
Coupons not yet due.....	842, 625. 00
	1, 972, 986. 27
Balance on hand October 1, 1906:	
Cash.....	7. 95
Funding bonds.....	1, 134, 500. 00
	1, 134, 507. 95
Coupons not yet due.....	782, 805. 00
	1, 917, 312. 95
Balance on hand October 1, 1908:	
Cash.....	965. 25
Funding bonds.....	1, 134, 500. 00
	1, 135, 465. 25
Coupons not yet due.....	714, 735. 00
	1, 850, 200. 25
Balance on hand October 1, 1910 (as reported September 5, 1910):	
Cash.....	3, 405. 85
Funding bonds, 3 per cent.....	1, 134, 500. 00
	1, 137, 905. 85
Coupons not yet due.....	646, 665. 00
	1, 784, 570. 85

It does not appear that the permanent school fund as now constituted is as large as it should be. The State superintendent said in 1898-99 (pp. 28-29) that the amount arising (1) from the 2-mill tax,

¹ While these coupons are not yet due, under a ruling of the State auditor they are carried as a charge against the State treasury.

(2) the future sales of sixteenth section lands, (3) 10 per cent of the sales of all State lands, (4) the interest on the permanent school fund, and (5) other small items "constitute what is known as the Common School Fund, which is apportioned to the various counties of the State pro rata." It would seem that properly items two and three should form a part of the permanent school fund. As now arranged, the State is spending principal, instead of interest.¹

The State superintendents have not been slow to see that the permanent school fund (the interest-bearing fund) was not receiving all that was due it under the law. In his report for 1895-96, Supt. Jordan says (pp. 171-172):

The necessary steps should be taken by the legislature to enforce section 6932 of Sandels & Hill's Digest. This was an act passed December 7, 1875, and it provided among other sources from which the "common-school funds" should be accumulated, that 10 per cent of the net proceeds of the sales of all State lands should be set aside for this purpose. There is no provision made in this act as to whose duty it is to make this distribution or assignment, whether the land commissioner or State treasurer. * * *

Thus there has been lost to the "common-school fund" 10 per cent on all sales of public lands since the passage of the act of December 7, 1875. It appears to be a most remarkable remissness on the part of legislatures to manifest so little concern about those dearest and most sacred statutory interests of our public-school revenues. Probably by the neglect of this statute alone there has been lost to the "common-school fund" \$50,000.

According to the biennial report of this office for 1893-94 there was due to the "common-school fund" from this source, in 1888, \$33,185.52, as ascertained by a senate committee in 1889. The increase due since that date has not been ascertained. It is a matter referred to the consideration of the legislature of 1897. It is recommended that the legislature appoint a committee on this subject, authorizing them to make a report of the amounts due to January, 1897. It is further urged that section 6932 be so amended as to require the proper officer to make year by year the allotment of this 10 per cent of the sales of public lands to the "common-school fund."

The State scrip burned under the law of May 28, 1874, either by error or otherwise, has also been a source of annoyance and trouble to the authorities.

The treasurer reports that there was burned under act of May 28, 1874:

State scrip belonging to common-school fund (i. e., the fund from which the annual apportionment was made and which may account in part for the failure of the schools in those years) in 1874.....	\$746,785.76
Burned in fourth quarter.....	196,987.38
State scrip belonging to seminary fund:	
Burned by error, 1877-78.....	5,780.68
Burned by error, second quarter, 1879.....	1,548.84
State scrip belonging to saline fund:	
Burned by error, 1874.....	5,542.28
Burned by error, 1879-80.....	1,955.37

¹ There was a small fund known as the State school interest fund. In third quarter, 1909, it amounted to \$682.74; it was then transferred to the common school fund, and the account was closed.

State scrip belonging to permanent school fund:	
Burned by error, 1874.....	128,841.32
Burned by error, 1879.....	50,237.23
	179,078.55

In the case of the permanent school fund the burned scrip was replaced by bonds of like amount. It is not clear what was done in the other cases.

The matter was considered by the assembly of 1893. The report of the senate committee, although but little illuminating, is given from Mr. Jordan's report for 1895-96:

Section 1 of an act approved March 18, 1881, provides:

That all noninterest-bearing State scrip collected by the collectors of the respective counties for State school purposes shall be by them paid into the State treasury, as now provided by law, and the same scrip paid out by the State treasurer upon the warrants of the auditor.

In compliance with this act the treasurer paid out, as directed, all noninterest scrip so received by him for the common-school fund, but as a large proportion of his receipts in scrip for this fund about that time and for several years afterwards was interest-bearing, which under the law he was prohibited from paying out, he was compelled of course in paying warrants drawn against it to issue new noninterest-bearing scrip therefor, leaving the interest-bearing scrip at the credit of the fund on his books, and thereby increasing that credit to an amount largely in excess of that actually belonging to the school fund and subject to apportionment; and although ex-Treasurer Woodruff turned over to his successor in office \$114,990.80 in State scrip, as borne upon his books as a credit to the common-school fund, only \$14,935.90 of that amount was subject to apportionment. And if we add to this \$578.97 scrip, received by Treasurer Morrow on account of this fund, we have \$15,514.87 as the correct balance of scrip due the common school fund.¹

As early as 1871 the United States Commissioner of Education estimated that the permanent school fund had lost up to that time three-quarters of a million dollars. This and subsequent losses are due in the main to:

- (1) Failure to collect payment for lands sold or money borrowed.
- (2) Diversion of school funds to meet other pressing needs and not replacing them.
- (3) Insufficient legislation, as in case of the 10 per cent fund.
- (4) Destruction of scrip belonging to this fund without replacing the same.
- (5) Distributing the principal instead of using interest only, as is now done with the sixteenth section fund.

¹ Superintendent's Report, 1895-96, pp. 172-173, quoting Senate Jour., 1893, 779 et seq.

CHAPTER X.

MISCELLANEOUS MATTERS.

I. AUXILIARY EDUCATIONAL AGENCIES.

Arkansas Teachers' Association.—Among the various subsidiary aids to the public schools the Arkansas Teachers' Association has been by no means the least, nor is it unimportant in itself. This association was organized in 1869, held its first meeting in Little Rock, and had State Supt. Thomas Smith, who seems to have been the chief organizing force, as its first president. It decayed with the decline of the reconstruction era, but on passing into the hands of the Conservatives with the other machinery of government it began again to increase in power. It was instrumental in directing the educational policy of the Conservatives; indeed, its members were largely responsible for the school laws of 1873 and 1875. Since 1872 it has maintained its organization, although its vitality has varied greatly at times; within the last 20 years it has had a rather steady and substantial growth. It now has nearly 1,300 members. Its proceedings, some of them issued in pamphlet form, contain many interesting and suggestive papers. Better than this, it shows that the public school teachers in Arkansas are earnestly seeking for higher results and in their search are not bound by the mere conventionalities of custom.

The educational press.—Nearly as old as the teachers' association, and of almost equal value educationally, have been the various school journals published in Arkansas, but their history has been full of the vicissitudes which so often overtake the publications that seek to be something more than mere caterers to the whims and caprices of the moment.

First came the Arkansas Journal of Education, founded by Thomas Smith, then State superintendent, and published from Little Rock. It appeared as a newspaper in 1870, was changed to magazine form with January, 1871, and was published through 1872. Smith was succeeded by Corbin as State superintendent in January, 1873, and as no numbers of his journal after that date are discoverable it may be assumed that it was soon discontinued.

This journal shows the characteristics of the period. There were long extracts from other publications—literary, historical, or moral and hortatory in tone. There was little that bore directly on the school questions of the locality; there were few letters, questions, or

discussions by the teachers of the State. It may not have been the fault of the editor, but the practical application of its contributions had to be made by the reader himself.

The next educational magazine to appear in the State was the Arkansas School Journal, of which the first number was published in November, 1880. The editor was J. R. Weathers, an Indiana teacher of much experience who had also taught in Arkansas. This was a private venture which tried to work hand in hand with the school officials and got closer to the teachers of the State than the earlier venture had done. There were contributions by leading Arkansas educators, but the bulk of the text was still clipped from other sources. The Journal sought to hold up the hands of the superintendent, encouraged the voting of the special tax and printed the proceedings of the teachers' association.

Mr. Weathers surrendered the editorial work within a year and was succeeded by Hon. James L. Denton, then State superintendent, under whose enthusiastic administration it became more distinctively local. But the essential element of financial support was lacking. Prof. Denton died, and J. Kellogg became business manager and acting editor. With the beginning of volume 3, January, 1883, the name was changed to Kellogg's Eclectic Monthly. With Prof. O. V. Hays as editor the scope of the publication was widened and an appeal made to a broader clientele, but there was little response, and with the number for July, 1883, this publication went the way its predecessor had gone.

Then came the Arkansas Teacher, issued from Russellville by the Arkansas Evangel Publishing Co., with Prof. Josiah Hazen Shinn as editor. The second number appeared in February, 1884. It was a very modest octavo of 8 pages with cover, published at 50 cents per year. The increasing patronage caused it to develop by July into a quarto of 8 pages with cover, and the price was raised to \$1. In the hands of this veteran school man the Teacher was racy of the soil. It grew and developed for a time; it again doubled its size, but it was not well supported and died. The last number seen is that for December, 1885, volume 2, No. 12.

After the suspension of Prof. Shinn's Arkansas Teacher there was a long intermission. About November, 1896, the Arkansas School Journal was issued. The first number of this journal examined is that for May, 1899, which is volume 3, No. 7. It was then edited and published by E. L. Gatewood and W. J. McIlwain and appeared in quarto form of 24 pages.

This journal is also racy of the soil, for it is made up almost entirely of the work of Arkansas teachers; it contains articles and discussions by them; reports meetings; has suggestions of local and practical value, and has even reached the reflective stage, printing now and

then the reminiscences of the men who have grown gray in the educational service of the State. In January, 1901, Mr. Gatewood retired from the publication. The whole duty of the office was then assumed by Mr. McIlwain, who organized in connection with his journal a teachers' agency and school-supply business.

The school-improvement associations.—The first school-improvement association was organized in Arkansas about 1905, and the first center of activity was Little Rock. The preliminary success of this work was so marked that in 1908 the Conference for Education in the South devoted \$1,000 to the advancement of the work, and in October of that year Supt. George B. Cook began a vigorous campaign, with the result that in January, 1909, there were reported 76 associations, with a membership of 2,256 and an expenditure of \$9,585 for repairs and improvements in the material equipment of the schools. It is to be noted that most of this money was earned by the associations themselves, working in connection with the school children. Nor is the money side the most important, for this effort to secure physical betterment for the school creates interest, enthusiasm, and love. It fosters local pride and serves in a most admirable way to attract and increase the interest of patrons. Says one of the leaders:

We want to make the school-improvement association of Arkansas the housekeeping department of the public schools. The school board must take care of the finances. The teacher has time for little outside of the curriculum. It devolves upon the mother to make the schoolhouse a place where she will be glad for her child to spend a part of each day, a place with well-chosen pictures on clean walls, good books for needed reference, and school grounds to which they may point with pride, with at least 90 per cent of our children in school 9 months of each year.¹

From clean walls and clean rooms it is not a far call to more beautiful school grounds and the school gardens which usually accompany them. In the rural district the same ideas are developed in the organization of corn clubs for the boys and poultry clubs for the girls. Then come similar organizations for other lines of work, and the net result is a greatly increased interest in schoolroom work, in the study of agriculture to which it leads, and improved methods and intensive farming.

The school-improvement association issues also plans and suggestions for school buildings, with details for heating, lighting, and ventilating; for desks, sewerage, sanitation, etc. A handsome, sterling silver loving cup is awarded each year to the local school-improvement association doing the greatest amount of practical work. According to the last report of the State superintendent, there are now 255 school-improvement associations in the State, with more than 10,000 members, and they have invested \$400 in

¹ A Year Book of School Improvement in Arkansas [1909].

school equipment and facilities for each dollar put into the campaign by the Southern Education Board.

Teachers' reading circle.—The teachers of the State are slowly coming into their own through their growing class consciousness and its expression in the State teachers' association and similar organizations. They are beginning to realize their power, and since they have begun to express themselves fully and boldly on matters of public moment they are coming to have more influence on educational legislation, which is now ceasing to be the football of politics.

The State furnishes normal training through a six-weeks' course at the State university; through the normal school for whites at Conway and the branch normal school at Pine Bluff for negroes; through the agricultural-training schools at Jonesboro, Russellville, Magnolia, and Monticello; and through the county institutes. Some teachers also make use of correspondence courses, while the professional spirit has led many to follow systematic courses of pedagogy at home. These have organized themselves into the Arkansas teachers' reading circle, which dates from 1905. In 1910 the circle reported 2,538 members. By encouraging the reading of professional and cultural works the circle has produced such good results among the teachers that the same principle is being applied in the Arkansas pupils' reading circle. Through these circles it is hoped to lay the foundations of public-school libraries, by furnishing the teachers with lists of suitable books at reduced prices.

Southern Education Board.—The Southern Education Board has also been of much service in promoting educational interests in Arkansas. It has made the education commission possible through its financial support, has encouraged the school-improvement association, and contributed to the funds needed for carrying on the campaign of organization. It has also provided the funds for a professorship of elementary education in Arkansas, which was filled by the appointment in January, 1912, of J. L. Bond, who was then deputy State superintendent. He will devote his whole time to the work of assisting the rural communities in developing their schools, will aid the county and local organizations in their efforts to standardize, and when possible will advance the work of consolidation.

The education commission.—This commission, appointed by Gov. Donaghey, is supported out of funds contributed by the Southern Education Board. Its purpose is to investigate the school system of Arkansas and the laws under which it is organized and operated, to make a comparative study of other school systems, to awaken sentiment, and to formulate recommendations. The State in the last generation has grown marvelously in material and industrial resources—

but the laws governing the organization and administration of our public schools have made but little progress. Since the framing of the body of our school law frequent additions, having but little logical unity, have been made. We need a readjustment of the system to meet the higher demands of our civilization.¹

The commission has no authority to make laws. Its functions are purely advisory. From a careful, detailed, and comparative study of the school situation it is expected (1) to remodel the old school law to date; (2) to provide for modern growth and expansion; (3) to arouse sentiment by means of bulletins, addresses, etc.; (4) to bring about the practical business administration of school affairs.

The commission consists of 20 well-known citizens, who represent the university, the State Normal School, the city school superintendents, the county examiners, the rural teachers, the private colleges, the press, the Federal bench, the circuit judges, the Farmers' Union, the labor organizations, the Federation of Women's Clubs, the School Improvement Associations, and private business.

At its first meeting the commission decided to direct its work to the investigation of matters pertaining to a State board of education, State aid to high schools, and consolidation of schools.

That this large and representative body of earnest workers is already making itself felt is shown by the creation of a State board of education and the passing of laws looking to consolidation and the support of rural high schools by the assembly of 1911.

The work of the commission has been done by means of committees and published bulletins, of which more than 100,000 copies have been distributed.

State board of education.—The complaint has been that, since the office of superintendent is an elective one and in general the incumbent is changed every four years, the school system suffers from "lack of a continuing policy," that there is "no continuity," that the system has "just grown up." It is believed that the State board of education will meet these needs.

Says Supt. Cook, in the *Proceedings of the Teachers' Association for 1910*, page 57:

We need in our educational system a steady, continuous policy. At present the general direction of our educational affairs is in the hands of the State superintendent of public instruction. His term of office is two years, and he usually succeeds himself for the second term.

Educational reforms are of slow growth. An examination of the biennial reports of the State superintendent of Arkansas since 1868 shows that many excellent reforms, tested and approved by experience of other States, have been urged at disjointed intervals by the various incumbents in office. It is this lack of continuity that has weakened the work of the department of education.

¹ Cook's Report, 1909-10, p. 11-12.

It was believed that this situation would be relieved by the creation of a permanent State board of education. This was done by act of June 1, 1911, which provides for a general supervisory body consisting of the State superintendent of public instruction and one member from each congressional district, who are appointed by the governor for a term of 7 years, one going out of office each year.

Their duties are:

- (1) To manage and invest the permanent school fund and to collect all moneys due it.
- (2) To charter academies, colleges, and universities; to determine what institutions shall confer degrees and under what conditions; to inspect such institutions and, if necessary, revoke their charters.
- (3) To issue State teachers' licenses and to revoke the same.
- (4) To have general supervision of the public schools; to prepare and distribute plans and specifications; to provide courses for rural, elementary, graded, and high schools; to control teachers' institutes and medical and sanitary inspection; to classify and standardize public schools; to provide for new forms of educational effort "and shall, in general, take such action as may be necessary to promote the organization and increase the efficiency of the educational system of the State."

Arkansas Library Association.—Another important aid to education was the organization of the Arkansas Library Association. This organization, the result of the cooperation of the Little Rock Public Library and the Carnegie Library of Fort Smith with the Arkansas Federation of Women's Clubs, held its first meeting at Little Rock on January 26, 1911. The address of the occasion was by Dr. Bostwick, of the St. Louis Public Library, who discussed the public library as a public utility, and the agitation for a better library law for Arkansas began.

At the second annual meeting, held January 24 and 25, 1912, progress was reported. Mrs. Arthur P. Jones spoke on "An ideal system of libraries for the State," pointing out needed educational reforms and the necessity for a library commission, although the present State law allows any city of the first or second class to obtain under certain conditions an appropriation from the general fund for a library building or for maintenance purposes. Mr. Harry E. Kelly, in discussing the "Value of libraries to Arkansas," sounded a note of progress when he advocated the elimination from the constitution of all limitations on the right of local taxation, thus allowing each community "to levy a tax adequate for schools and libraries." A committee was appointed to draw a bill carrying a reasonable appropriation, which is to be presented to the next legislature, for the organization of a library commission. The association urgently recommended—

in order to keep the work out of political control, that no member of the commission shall be such by virtue of his office, and that the secretary employed by the commissioners shall be an experienced librarian and a graduate of a good library school.

In the meantime it was determined to put a secretary in the field for at least a part of the year at the expense of the association.¹

The interest in local and rural libraries in connection with the public schools, and catering in particular to the needs of the pupils, is also growing, and some progress has been made in supplying suitable collections to individual schools.

II. THE NEGRO SCHOOLS.

A study of elementary education in the South would seem incomplete without specific mention of the negro, and yet in Arkansas such is hardly necessary, for before the law there is no distinction of race.

In ante bellum days the negro received no education in terms of the school, and yet in the terms of life he was among the best educated of men. He had that education which made him of most service as a slave and which was of the greatest value when he became a freedman. He was taught the practical arts of rural life—carpentry, blacksmithing, shoemaking, horseshoeing, farming, gardening, overseeing, and indoor domestic service. The women were taught to cook, wash, iron, sew, keep house, nurse, and do domestic service. This education was eminently practical; it was in the form which they could most easily acquire, to which they were by nature best fitted, and no time was wasted on the acquirement of theoretical or ornamental knowledge.

It is noteworthy also that in the organization of the industrial schools for Indian and negro pupils of the present day the ante bellum slave plantation system has been used largely as a model for present-day institutions and is as successful under the present day régime as as it was under other conditions.

By the Arkansas school law of July 23, 1868, the negro was admitted to school privileges on equal terms with the whites. Since that time there has been no alteration or curtailment of his privileges. But this common service to the two races has not been maintained always without effort. There have been formal propositions to divide the school funds in proportion to the amount paid by each race, but, while by far the greater part of the school moneys come from white citizens, there seems never to have been any widespread disposition to give the negro less than his proportionate share as based on relative population.

Since these schools share alike with the whites, they can have little separate history except in detail. They consist of elementary and

¹ Library Journal, March, 1911, and March, 1912.

grammar grade schools, with high schools in the larger towns, the whole being supplemented by the Branch Normal College at Pine Bluff, which prepares the colored teachers of the State for their work, and trains its other pupils in the manual, industrial, and higher studies.

There have never been mixed schools in Arkansas, for the law of July 23, 1868, provided for the maintenance of separate schools (sec. 107), but the general discussions of men and measures, successes and failures, which have applied to the white schools during the 44 years of their post bellum life apply equally, *mutatis mutandis*, to the colored schools.

The first schools for negroes in Arkansas were those organized by the Freedmen's Bureau. As soon as the Civil War was ended, the reconstruction régime established, and the school system organized, the freedmen's schools were taken over by the State and administered as a part of the State system. No doubt both were gainers thereby, for the system received a number of schools already organized and in running order, while the schools for their part were assured of a greater permanence under the administration of the State.

In January, 1870, the State board of education addressed to Gen. O. O. Howard, head of the Freedmen's Bureau, a memorial in which they cited—

the great amount of prejudice which has prevailed in many localities against the inauguration and maintenance of common schools since the work of reconstruction has been completed and especially against those schools designed for the use and benefit of our colored citizens.

They also asked financial help for the Arkansas Journal of Education. It does not appear that the help requested was forthcoming, but it is evident that there was soon a clash with the school directors of Little Rock on the matter of authority. The State board of education, declaring that under sections 101, 106, and 107 of the general school law they had ample power in the premises, ordered the teachers in the colored free public schools—

in addition to the reports they are required to make to the trustees or to school boards under the State department, also to make a report promptly at the end of each month to the superintendent of schools for the freedmen, and that said schools receive their *pro rata* share of the school fund, the same as schools for white children.

Against this order the Little Rock school board issued a counter order to the effect that the board would not "hereafter pay or employ any teacher who recognizes any authority for the control of their schools other than this board."

No other mention of the quarrel has been found, but it is not hard to guess which was winner, for he who holds the purse strings has the whiphand. The schools in that city seem to have developed *pari passu*, for as early as 1882 there was a high school for negro

pupils, the course of study of which was the same as that in the high school for the whites.

Difficulty is experienced in some of the northern counties, where the negro children are scattered. In such cases practical consolidation is permitted. In the majority of cases the school terms of the races are equal, and each receives its proper proportion of the school funds; thus, in 1890, according to Shinn's report, 107,683 negro children received \$319,818.51 and 297,904 white children received \$884,774.88.

The professional instruction of teachers has not been neglected. In December, 1911, the Colored Teachers' Association had about 300 members. The Branch Normal School was established by act of 1873, opened in 1875, and until 1902 was under direction of Prof. J. C. Corbin, who had been State superintendent in reconstruction days; since then it has been under Prof. Isaac Fisher, a graduate of Tuskegee. Besides the work offered in regular classes at the Branch Normal School, Prof. Corbin conducted many county institutes under the auspices of the State. In 1897 and 1898 there were 33 normal schools held for negroes by aid of State and Peabody funds. They were scattered over the State and were conducted by the best colored teachers. The total enrollment in 1897 was 2,172; in 1898 it was 2,140; the per cent of enrollment was 64 in 1897 and 65 in 1898. In 1899 there were 15 institutes held for negroes and 12 in 1900; with an attendance of 761 and 594, respectively.

In recent years the Branch Normal School has come to serve not only as a place for normal and industrial instruction but also for instruction in the higher literary studies and as a center for the social life and thought of the race. It is even entering on still larger duties, for Prof. Fisher says that the school—

must, by some subtle process, remove from the mind of the average negro pupil the belief that the State cares little for his education. * * * If I were asked to give one result, aside from the purely literary value of this school which makes its support a paying investment to Arkansas, I would say that the gradual removal of distrust and hatred from the minds of negro pupils justifies every dollar spent for the maintenance of the Branch Normal College.

And looking into the future he adds:

If this school is seriously expected to reach the criminal class [of negroes] which does not go to school, there must be placed in the hands of those who direct its work broader opportunities of social service than the school now possesses. It is not enough to teach the children; means must be found by which the people may be reached.

The statistics of the negro schools, so far as they can be separated from the general State statistics, are given as a part of the general educational statistics.

III. REVIEW AND ASPIRATIONS.

When we come to cast a backward glance over the road along which public school education in Arkansas has come, we have many reasons for encouragement.

Based on Federal land grants the public schools developed slowly and unevenly and did not accomplish as much as might have been reasonably expected. Because of carelessness and ignorance, rather than by reason of direct dishonesty, a large part of the Federal endowment had been lost before the outbreak of the Civil War and a larger part went down in that maelstrom. But while much of the school lands passed into private hands without due compensation, it was only the price of the wild lands that was lost, for the land itself remained and has been an increasingly valuable source of taxation.

Such schools as were organized in ante bellum days gave a good account of themselves and proved their right to exist. Not only did they in the private and public elementary schools and academies teach the three R's and the school subjects growing immediately out of them, but they even ventured out into unexplored fields; some undertook to teach agriculture, and in 1840 Gov. Yell sent a message to the assembly dealing with the subject of agricultural and mechanical instruction in such a way as to give him a place among the pioneers in that field of education. There was also as early as 1843 a noteworthy effort to furnish a uniform series of textbooks to the schools—not free textbooks, as we understand the term to-day, but at any rate uniform textbooks offered at uniform and reduced prices.

The various efforts at organization were but little better than failures, yet each successive move added to the experience of the people and had evolved so far by 1854 as to require a general supervision of the system by the secretary of state, and this remained the nominal condition of affairs to the beginning of the Civil War. After that was over, with an alacrity not to be expected and a marvelous penetration of the future, the war-stricken State, then in the hands of ex-Confederates, abandoned the old system and placed the hope of the future on taxation. Then came the Reconstructionists who built on the still wider basis of taxation and education for all regardless of race.

But these seeds were sown on stony ground and not in the deep rich soil of popular approval. Schools sprung up, indeed, but were soon scorched by the hot sun of reconstruction politics. Then Hill made a new planting; Denton watered and nourished by his persuasive eloquence; Thompson carried them through their tender years; Shinn taught them the lessons of their own strength, encouraged self-reliance through the work already accomplished, pointed the way for greater usefulness and higher development, inspired dissatisfaction

with attainments already reached, and demanded the opportunity for the greater usefulness that comes with more adequate resources. Jordan, Kuykendall, Doyne, and Hinemon strengthened the stakes and enlarged the boundaries of this educational Zion. They developed the plans undertaken, reenforced the weak places in the system, evolved new lines of work, and extended the scope, scheme, and usefulness of the schools. By a continuous aggressive campaign they proved their importance, their necessity to the State even to the dullest, and after a campaign covering more than a dozen years, succeeded in having the constitutional tax limit raised from 2 to 3 mills for the State and from 5 to 7 mills for the districts.

Then Cook entered upon their labors and, building on their foundation, undertook present-day problems which could not have been considered in earlier days: High schools, compulsory attendance, consolidation and transportation, agricultural and other rural schools, correlation, libraries, and many others.

In his report for 1909-10, just published, Cook can well afford to point out the immense strides that have been made in the last few years and in particular in the last biennial period. Since 1900 the value of public school property has increased from \$2,500,000 to \$7,000,000; the school term from 77.4 days to 106.5 days (113 in 1911); the number of teachers from 7,000 to more than 9,500; the average number of pupils per teacher has been reduced from 72 to 60; the revenue per capita for each census child has been raised from \$4.13 to \$7.82; the average monthly salary of teachers has risen from \$32 to \$56 per school month, and the average salary per school year has been raised to \$294.

In the past two years, because of the increase in school funds, school property has augmented in value by \$2,000,000, and 2½ weeks has been added to the average length of the school terms. The spirit of class consciousness among the teachers is steadily growing, as is manifested by increased efforts, by means of summer institutes, correspondence schools, systematic home courses, reading circles, etc., to add to their professional equipment. These agencies for the improvement of teachers are in addition to the summer normal schools which were instituted by the State for the first time in 1910 and the six weeks' summer courses now offered at the State normal and at the State university. These means of professional improvement make it possible gradually to raise the standard for teachers' certificates. These courses are so arranged that the teachers attending may receive credits for their work at the summer schools to be applied on the regular normal course, the completion of which gives a professional license good for six years and convertible at the end of that time into a State life license.

The local farmers' institutes, conducted by the College of Agriculture, have proved directly profitable to the farmers of the State and

have done much to popularize agricultural education and to give a wider appreciation of the practical value of this training. Compulsory attendance is effective in 40 counties and "the percentage of gain in school attendance was 11 times as great in territory under the compulsory attendance laws as was the gain per cent in the remainder of the State." Forty-one counties are using uniform textbooks and eight have changed from the old county examiner to the new county superintendent. There has been contributed, mainly by the General Education Board, the sum of \$18,500 to advance educational interests. This has been divided as follows: For school improvement and extension work, \$3,000; for supervising secondary education, \$7,000; for the agricultural department of the State normal school, \$5,000; for the Arkansas education commission, \$3,500.

In his address before the State Teachers' Association in December last, Supt. Cook attributes the educational accomplishments of the last few years largely to this commission. He says in part:

This wonderful showing did not come about by accident. It stands as a concrete proof of the great educational awakening in our State. It is very significant that, at a time when our legislators were almost hopelessly divided on many important issues, there was always a safe majority for all progressive public-school measures.

For more than a year before the last general assembly opened its session the Arkansas education commission had been faithfully at work, explaining and building up sentiment among the people for certain basic measures necessary to give firm foundation for our educational growth. The work of the education commission was fully presented to this assembly last year and unanimously indorsed by recorded resolution, and most of those present have some share in the great legislative victory that came. The teachers not only indorsed, but actively supported the work of the commission. The press and the pulpit rang over the State with news notices, editorials, discourses, and sermons.

The citizens responded and in many instances elected men to the legislature who were pledged to the support of the school measures exploited by our education commission. These men were true to these pledges, as our acts of 1911 plainly show, and many of those who aspire to seats in the next general assembly find their most effective campaign argument in their educational records and in their more or less well-known standing for educational progress.

Better still, the interrelations of the school and the schoolhouse on life in general and on community life in particular is now being realized as never before. This chapter can not be better closed than by quoting in full Prof. Torreyson's Rural School Outline:

1. The man or woman who can make rural schools do for the people of Arkansas what it is possible for them to do will be the greatest benefactor the State has ever had.

2. The greatest need for the schools is not more money, more efficient teachers, or a better system, though these are necessary; it is vision—that the people of the State may see the possibilities for public service in the utilization of the rural schools—that an ideal rural public school—one that shall touch the community life at all points—be formed in the minds of the people. When the people see that kind of school they will want it and will have it.

3. The ideal public school—

(a) Is a consolidated school which makes possible sufficient taxable wealth, a proper building, long term, high-school grades also, accurate grading, close supervision, adequate equipment.

(b) Has a democratic course of study, including usual literary course, agriculture, manual training, household economics, commercial transactions.

(c) A continuation school for adults, including illustration, teaching bookkeeping, commercial geography, commercial arithmetic, commercial law, economics, current events, etc.

(d) A meeting place for women's social and study clubs, farmers' clubs, farm demonstrations and exhibits, boys' corn clubs and exhibits, cooking and sewing and like demonstrations and exhibits.

(e) A place for entertainments of all kinds, lectures on practical and scientific subjects, politics, school exhibitions, debating clubs, moving pictures.

(f) Contain a public circulating library.

(g) A place for Saturday afternoon athletic games.

(i) A place for nonsectarian religious meetings.

4. The people will get an ideal like this when the teachers get it and with the assistance of the preachers and newspapers spread it, and by making an object lesson of such a school in favored localities.¹

¹ Proceedings Arkansas Teachers' Association, 1911, pp. 54, 227-218.

PUBLIC SCHOOL STATISTICS, 1868-1912.

TABLE I.—*School population, teachers, property, and school year.*

Years.	Total school population.	Total number teachers.	Negro teachers.	Number school-houses.	Value school property.	Days in school year.
1868 ¹				632		
1869.	176,910	1,335		872	\$128,585	
1870.	182,474	2,302		1,289	235,530	
1871.	196,237	2,128		1,591	199,133	
1872.	194,314	2,035		1,778	255,046	
1873.	148,128	1,481		1,035	354,791	
1874.	168,929					
1875.	168,929					
1876.	189,130	461		1,399	365,415	
1877.	203,567	826		610	166,792	
1878.	216,475	875		480	118,513	
1879.	236,600	1,458		712	151,564	
1880.	247,457	1,872		785	198,607	
1881.	272,841	2,169		968	283,125	
1882.	289,617	2,501	471	1,286	254,217	
1883.	304,962	2,462		1,372	294,519	
1884.	323,943	2,899	581	1,453	384,827	
1885.	338,506	3,582		1,676	424,521	
1886.	358,006	3,691		1,769	554,873	
1887.	377,736	4,167		2,102	644,067	
1888.	388,129	4,664		2,452	705,276	
1889.	404,379	5,945		2,535	788,828	
1890.	405,587	4,785		2,592	649,069	
1891.	418,566	4,945	1,077	2,736	1,765,831	76.67
1892.	422,252	5,641	1,173	2,946	1,485,071	73.82
1893.	425,349	6,314	1,374	3,544	1,442,387	73.39
1894.	436,335	6,286	1,408	3,866	1,769,086	73.06
1895.	448,941	6,396		4,113	1,612,277	71.37
1896.	456,736	6,673		4,440	1,929,206	69.68
1897.	463,565	7,181	1,564	4,865	2,130,092	66.56
1898.	465,565	7,073	1,537	4,936	2,294,396	68.87
1899.	472,508	6,727	1,367	5,015	2,635,367	77.50
1900.	484,619	6,959	1,441	5,233	2,616,536	77.48
1901.	491,746	7,472	1,556	5,254	2,564,165	84.00
1902.	495,368	7,723	1,643	5,063	2,901,212	91.50
1903.	502,808	7,474	1,488	5,478	3,126,646	92.00
1904.	517,433	7,762	1,636	5,533	3,355,292	92.78
1905.	527,524	7,826	1,652	5,510	3,171,361	88.30
1906.	530,571	7,581	1,402	5,288	3,607,783	88.60
1907.	533,843	8,113	1,651	5,714	4,038,627	93.32
1908.	544,519	8,297	1,616	5,704	4,850,857	93.95
1909.	557,468	9,164	1,864	6,008	6,067,342	98.20
1910.	573,842	9,522	1,885	6,182	6,939,320	106.50
1911.	585,749	9,834	1,991	6,306	7,872,856	113.90
1912.	603,226	10,175	1,948	6,338	10,131,828	117.90

¹ Up to 1876 the school year ended with the fiscal year, on Sept. 30. Since then it has ended with June 30. The school age is 6 to 21.

TABLE II.—*Enrollment and attendance.*

Years.	Total school enrollment. ¹		Average school attendance.		Negro.		Per cent of school population in average attendance.	Per cent of school population in average attendance.	Per cent of school population in average attendance.
	Number.	Per cent of total school population.	Number.	Per cent of enrollment in average attendance.	Number.	Per cent of school population enrolled.			
1868									
1869	68,823	38.9			40,478	10,884	26.8		
1870	107,908	59.1			38,684	19,280	49.8		
1871	109,309	55.7			41,655	13,210	31.7		
1872	93,974	48.3			16,417	2,500			
1873	59,587	40.2			37,293				
1874									
1875									
1876	15,890	8.4			27,574				
1877	33,370	16.3			43,518				
1878	33,740	15.5			46,017				
1879	55,049	23.2			55,901				
1880	70,973	28.3			54,332				
1881	98,744	36.1			65,206				
1882	117,696	40.6	56,291	48.0 19.4	69,113	23,139	33.5		
1883	112,233	36.4			76,429	28,132	36.8		
1884	153,216	47.3			76,770	37,568	48.9		
1885	164,757	48.6			86,216	42,461	49.2		
1886	175,935	49.1			91,818	46,798	50.6		
1887	183,095	48.4			98,512	48,452	49.2		
1888	202,754	52.2			99,748	50,570	50.7		
1889	216,152	53.4			106,714	56,382	52.8		
1890	205,262	50.6			107,683	51,003	47.3		
1891	242,117	57.8	123,625	51.0 29.5	112,176	63,830	56.9		
1892	251,452	59.5	140,445	55.8 33.2	114,471	64,191	56.9		
1893	264,576	62.1	145,835	55.1 34.3	115,981	66,921	57.7		
1894	285,159	65.3	166,544	58.3 38.1	120,166	76,050	63.2		
1895	292,305	65.1	170,410	58.2 37.8	123,645	76,987	62.2		
1896	296,575	64.7	171,948	58.1 37.6	124,957	78,276	62.6	43,488	55.5
1897	319,053	68.6	197,510	61.9 42.6	127,635	82,909	64.9	51,486	62.1
1898	303,808	67.4	191,447	63.0 41.1	129,397	79,561	61.4	48,647	61.1
1899	301,387	63.7	177,307	58.8 37.5	131,016	76,546	58.4	45,876	59.9
1900	314,662	64.9	195,401	62.1 40.3	135,554	84,317	62.2	52,656	62.4
1901	323,859	65.8	200,100	61.7 40.6	138,230	84,481	61.1	52,721	62.4
1902	340,695	68.7	214,981	63.1 43.3	141,520	90,109	63.8	56,290	62.4
1903	337,589	67.1	213,372	63.2 42.4	143,048	87,895	61.4	54,147	61.6
1904	339,542	65.6	212,131	62.4 40.9	146,880	90,437	61.5	58,177	64.3
1905	335,765	63.6	207,440	61.7 39.3	148,851	87,125	58.5	53,329	61.2
1906	345,146	65.0	214,281	62.0 40.3	151,461	90,185	59.5	54,564	60.5
1907	348,152	63.3	220,621	63.3 41.3	152,044	89,538	58.2	55,083	61.5
1908	366,054	67.2	232,670	63.5 42.7	157,543	94,292	59.9	59,087	62.6
1909	374,104	67.1	238,329	63.7 42.7	162,187	98,755	60.9	59,597	60.3
1910	395,978	69.0	255,135	69.4 44.4	169,007	100,640	59.5	62,437	62.0
1911	404,760	69.1	255,405	60.6 43.6	174,503	109,618	62.8	66,958	61.0
1912	409,746	67.9	261,747	63.9 43.4	175,503	109,731	62.5	68,040	62.0

¹ Including both the white and the colored.

TABLE III.—*School revenues.*

Years.	State tax.	District tax.	Poll tax.	Balance on hand.	All other sources.	Total.	Revenue per child.
1868	\$190,492	\$110,176				\$300,669	
1869	187,427	334,952				536,896	\$3.03
1870	167,973	320,810				488,783	2.71
1871	212,376	193,089			\$7,684	413,150	2.10
1872						210,176	1.08
1873	17,840	220,133				435,349	2.94
1874						65,522	.39
1875						40,444	.24
1876	105,506	87,739				302,670	1.60
1877	85,268	101,407			33,381	269,621	1.32
1878	65,864	77,645			10,478	276,647	1.27
1879	109,561	92,675			20,811	271,184	1.15
1880	111,605	77,474			19,406	285,471	1.15
1881						710,461	2.60
1882	177,985	237,303	\$91,997	2 \$147,828	22,821	3 722,371	2.49
1883	167,880	261,208	108,038	137,861	65,256	740,244	2.42
1884	150,688	346,521	165,929	260,772	39,748	963,660	2.97
1885	276,629	343,885	124,973	386,961	66,556	1,199,005	3.25
1886	239,989	445,563	159,133	456,134	26,889	1,327,710	3.71
1887	264,006	462,191	133,193	421,694	52,062	1,333,147	3.53
1888	315,403	505,069	146,604	370,942	45,890	1,383,909	3.54
1889	289,004	503,816	143,802	482,133	14,909	1,433,666	3.54
1890	295,492	545,843	240,618	526,675	13,880	1,622,510	4.00
1891	321,545	600,102	154,728	592,429	10,860	1,679,666	4.01
1892	341,621	571,923	167,419	643,316	15,305	1,739,586	4.12
1893	301,743	699,065	168,131	500,015	16,789	1,685,744	3.94
1894	321,070	676,459	155,361	511,611	26,231	1,700,734	3.67
1895	331,786	639,627	148,983	464,419		1,599,257	3.56
1896	321,221	698,649	169,326	469,024		1,675,991	3.66
1897	328,802	761,082	190,584	447,607	51,618	1,779,695	3.84
1898	331,487	716,951	173,095	506,374	33,911	1,761,820	3.78
1899	387,436	762,110	170,050	526,218	15,385	1,861,199	3.51
1900	446,557	805,412	163,564	570,595	19,111	2,005,241	4.13
1901	423,064	836,181	183,248	636,206	42,610	2,121,491	4.31
1902	490,017	923,834	186,490	724,897	40,703	2,365,943	4.81
1903	559,593	924,615	171,198	759,043	19,041	2,433,491	4.84
1904	542,685	1,050,070	190,577	870,461	47,040	2,701,734	5.22
1905	593,513	1,191,343	188,260	938,517	68,817	2,980,453	5.65
1906	607,140	1,309,012	212,088	1,003,779	214,070	3,346,091	6.36
1907	706,711	1,332,199	204,980	1,139,902	184,233	3,568,027	6.68
1908	688,996	1,549,860	198,739	1,101,147	164,265	3,703,009	6.80
1909	1,043,494	1,715,808	192,398	1,122,425	289,703	4,363,830	7.83
1910	1,040,773	1,891,333	192,236	1,280,198	125,589	4,530,131	7.89
1911	1,090,402	2,178,855	1,249,223	1,274,824	55,195	4,951,499	8.45
1912	1,367,653	2,326,239	(⁵)	1,398,699	183,062	5,275,653	8.74

¹ There seems to have been collected for the fiscal year 1868 the sum of \$67,883.97 (Auditor's Report, 1868, p. 43), the unexpended remainder of which was doubtless carried to 1869 and included in the \$300,669.63. The figures as here given (1868-1881 inclusive) are from Thompson's Report, 1887-8 (pp. 11-13). They are repeated in the Shinn Reports for 1891-2 and 1893-4. They differ often from the figures in the original reports, but are here given preference, as they are presumed to represent results of a later revision of those figures.

² By comparing the original reports it will be found that the balance reported as being on hand at the end of one year on June 30 often differs from the balance on hand at the beginning of the next year on July 1. The balances here used are, when obtainable, those on hand July 1.

³ From Report for 1881-2, p. 53, Thompson gives \$502,456.48.

⁴ Includes fines and forfeitures.

⁵ This is included in district tax, column 2.

⁶ In explanation of this large surplus, Hon. George B. Cook, State superintendent, writes under date of April 25, 1912: "I advise that at the close of the school year ending June 30, 1911, the unexpended balance amounted to \$1,441,367.49. Of this amount, however, only \$278,757.61 was to the credit of the special school districts, or the districts in towns and cities, and the remainder, or \$1,162,609.88, was to the credit of the common-school districts.

"Under our laws only the special school districts may borrow money, issue bonds, etc., and the great majority have done so: therefore, the unexpended balances on hand in these districts may be looked upon as sinking funds or interest funds to take care of these bond obligations.

"This department has no information nor records or reports as to the amount of this indebtedness of the special school districts throughout the State.

"In regard to the common-school districts, since they can not go in debt but may anticipate a tax which has already been levied, it is necessary for such districts to secure a large portion of their building or betterment fund in advance before any extensive improvements are undertaken.

"Again, we have unfortunately no logical division into school districts, the result being that many of the districts are very poor with funds inadequate to support the school while some few have a disproportionately large balance on hand.

"This balance is actual money in the hands of the county treasurers to the credit of the various districts."

TABLE IV.—*School expenditures.*

Years.	Teachers' salaries.	All other expenses.	Total.	Expenditure per capita of average attendance.	Apportionment from common school fund per capita of school population.
1868			\$100.00		
1869	\$188,397.00		760,468.74		
1870	405,748.37				
1871	424,443.97		970,306.74		
1872	355,624.90				
1873	259,747.08		318,997.77		
1874					
1875					
1876	75,399.67		119,403.20		
1877	135,121.85	\$25,283.07	143,330.82		
1878	121,307.10	8,223.08	148,392.97		
1879	166,647.73	24,859.55	205,448.90		\$0.73
1880	192,664.64	26,742.60	238,055.68		.79
1881	316,893.11		388,412.22		
1882	388,616.07	55,332.75	503,856.51		
1883	414,911.12	64,560.33	479,471.45		
1884	441,959.07	45,060.63	576,698.99		
1885	545,168.21	184,000.10	742,870.92		
1886	714,118.11	152,774.34	866,892.45		.67
1887	719,597.23	115,450.96	835,048.19		.69
1888	790,133.35	111,057.23	901,190.58		.81
1889	830,040.76	137,567.84	967,608.60		.46
1890	869,899.50	146,876.76	1,016,776.26		.70
1891	907,141.59	169,673.75	1,076,815.34	8.71	1.13
1892	987,150.97	172,501.94	1,159,652.91	8.25	.80
1893	1,004,925.85	166,528.61	1,171,454.46	8.03	.78
1894	1,051,608.91	193,209.56	1,244,818.47	7.47	.78
1895	956,241.90	173,990.85	1,130,232.75	6.63	.78
1896	1,054,364.39	178,624.69	1,232,298.08	7.16	.72
1897	1,090,511.30	186,423.70	1,276,935.00	6.46	.76
1898	1,065,287.80	165,014.23	1,230,362.03	6.42	.74
1899	1,121,797.04	170,662.52	1,292,459.56	7.34	.98
1900	1,208,805.10	161,004.63	1,369,809.73	7.01	1.01
1901	1,189,471.91	207,122.70	1,396,594.61	6.98	.98
1902	1,304,655.71	287,454.62	1,592,110.33	7.40	1.09
1903	1,357,268.36	224,647.06	1,581,915.42	7.41	1.07
1904	1,472,652.02	257,226.61	1,729,878.63	8.15	1.10
1905	1,657,877.81	297,550.02	1,955,427.83	9.42	
1906	1,769,092.19	461,856.79	2,230,948.98	10.41	
1907	1,973,819.36	439,948.49	2,413,767.85	10.94	1.27
1908	2,022,378.37	514,744.06	2,537,122.43	10.90	1.87
1909	2,509,471.60	605,796.00	3,110,164.60	13.05	1.82
1910	2,708,367.19	478,715.47	3,187,082.66	12.49	2.09
1911	2,966,176.65	543,955.45	3,510,132.10	13.74	
1912			3,837,549.08	14.66	2.05

TABLE V.—*Assessed valuation of property.*

Years.	Value.	Years.	Value.
1838	\$15,564,000	1875	\$91,590,000
1839	23,283,000	1876	93,954,000
1840	22,011,000	1877	86,243,000
1841	24,119,000	1878	89,131,000
1842	22,302,000	1879	85,872,000
1843	21,090,000	1880	90,511,000
1844	19,940,000	1881	99,826,000
1845	20,769,000	1882	94,081,000
1846	21,159,000	1883	126,826,000
1847	27,178,000	1884	132,053,000
1848	28,904,000	1885	134,406,000
1849	33,406,000	1886	139,902,000
1850	34,335,000	1887	148,259,000
1851	42,938,000	1888	156,954,000
1852	41,000,000	1889	172,408,000
1853	53,433,000	1890	174,737,000
1854	63,669,000	1891	180,053,000
1855	65,479,000	1892	174,828,000
1856	61,290,000	1893	173,526,000
1857	88,649,000	1894	173,861,000
1858	100,146,000	1895	174,658,000
1859	122,455,000	1896	175,397,000
1860	120,475,000	1897	177,426,000
1861		1898	179,171,000
1862		1899	189,999,000
1863		1900	201,908,000
1864		1901	225,267,000
1865	38,723,000	1902	224,401,000
1866		1903	249,779,000
1867		1904	261,377,000
1868		1905	299,730,000
1869		1906	302,181,000
1870		1907	328,232,000
1871		1908	327,023,000
1872	101,803,000	1909	374,945,000
1873	104,560,000	1910	380,520,000
1874	87,693,000	1911	425,478,000

TABLE VI.—*Apportionment of common school fund, September 2, 1912.*

Amount on hand from various sources July 1, 1912.....	\$36,068.97
Received from proceeds of 3 mill State tax.....	1,184,494.27
Received from State lands (60 and 40).....	20.69
Received from commissioner's sales and redemptions.....	34.16
Received from sales of sixteenth section lands.....	13,919.14
Received from 3 per cent interest on permanent school fund.....	34,035.00
Received from fines, anti-trust suits.....	15,750.00
Received from fertilizer fund.....	8,068.27
 Total.....	1,292,390.50
Net amount apportioned (\$2.05 per capita).....	\$1,236,613.30
State aid apportioned to high schools.....	50,000.00
Correction 1911 apportionment (Howard County).....	63.58
Balance in Treasury unapportioned.....	5,713.62
 Total.....	1,292,390.50
Total enumeration of children, 1912.....	603,226
Amount apportioned to each child.....	2.05
Increase in school population over 1911, 3 per cent or	17,477

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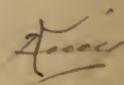
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